



Los Angeles County PROBATION REFORM AND IMPLEMENTATION TEAM

Summary Report of the Los Angeles County Probation Systemic Reform Plan

Submitted to the Los Angeles County Board of Supervisors

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Summary Report of the Los Angeles County Probation Department Systemic Reform Plan from the Probation Reform and Implementation Team

On May 1, 2018, your Board unanimously adopted the final report of Resource Development Associates (RDA), dated February 13, 2018, which consisted of recommendations to support your goal of achieving systemic reform of the Los Angeles County Probation Department (Probation). In that same motion, you appointed us as your volunteer appointees, along with the Probation Department, County Counsel, and the Chief Executive Office, to the Probation Reform and Implementation Team (PRIT). One of our tasks was to synthesize hundreds of recommendations, contained in multiple reports and County audits, into an integrated, comprehensive reform plan, with timelines, metrics, performance indicators, and desired outcomes as a **Probation Systemic Reform Plan**. Based on one year of public hearings at locations throughout Los Angeles County (County), our expertise, and developments since the RDA recommendations were first submitted to the County, we respectfully submit the reform plan here, with these essential elements, and a Summary Report that highlights our global view and most urgent recommendations.

We **convened 14 public meetings** to give your constituents and key stakeholders an opportunity to learn about, provide testimony, and leverage your investment in expert studies and the RDA advisory committee. At these meetings, and in internal planning meetings, we heard: Updates from the Probation Department's leadership concerning implementation strategies and challenges; testimony from subject matter experts, including probation union leaders and formerly incarcerated youth; and received written and oral testimony from long time Probation Commissioners, community based organizations, and a broad coalition of stakeholder groups. We considered the input of your departmental appointees to the PRIT and reviewed the updates provided by the Probation Department to your Board on various topics, all in an effort to finalize a synthesized reform plan. The final vote for the contents of the component parts of this reform plan was 4 to 1, with the Fifth District appointee in opposition.

This document also **includes a call for immediate action to respond to staff and youth safety concerns, and to the crisis in the Los Angeles Probation Department's juvenile justice system**. Together, with our proposed design for the powers and structure of the Probation Oversight Commission (POC), we believe the approach articulated in this report reflects necessary and viable steps for the Board of Supervisors (Board) that fulfills our charge as PRIT appointees. Most significantly, it is a road map and action plan to address a crisis that impacts community well-being and public safety.

Your call for an actionable synthesis of these recommendations into a reform plan was critical. This plan can be used by the future Probation Oversight Commission to monitor the Department's progress on the Board's mandate for strategic reform and be reflected in the Department's Strategic Plan. We would like to reiterate our gratitude to you for the confidence you have had in our capacity to support you in elevating **Justice Reform** as a priority for this County. We share your view that reforming the probation system is central to achieving this broader goal and believe this reform plan will help the County accomplish it.

Submitted on this 9th day of August, 2019 by the Probation Reform and Implementation Team

Summary Report of the Probation Systemic Reform Plan

A. The Challenges:

The following are specific areas that emerged from the 14 PRIT hearings, combined with recent developments that the PRIT found to be **most pressing**. This summary report is not intended to be limiting, as there are additional areas deserving of immediate attention that are spelled out in the attached systemic reform plan templates. The reform plan templates include deadlines, outcomes, metrics, and performance indicators for each recommendation. After this brief summation of the following challenge areas, we identify a series of proposed solutions derived from the recommendations we synthesized. Only where urgently necessary, we have gone beyond these recommendations, drawing from our expertise, timely developments, best practices, and current community needs.

1. Juvenile Facilities

One of the most egregious problems facing Probation is its juvenile facilities. This includes poor physical conditions, inadequacy of staffing and training, and lack of sufficient structured time and meaningful activities for youth. Excessive use of force has ranged from room confinement and chemical spraying of youth, to sexual and physical abuse of minors resulting in criminal charges. The unavailability of meaningful grievance processes, the need for greater partnerships with community-based service providers to serve youth while in halls and camps, and the absence of validated assessment tools and inadequate data collection reflect the breadth of obstacles to rehabilitation in the juvenile justice system.

The RDA report notes that **juvenile halls, in particular, are run down and in some cases, beyond repair and a danger to youth, while many halls and camps are organized in barrack-styles that are not consistent with best practice**. The physical layout presents challenges for implementing successful models from other jurisdictions. Most of the camps and halls have designs that are not conducive to youth rehabilitation and safety, with youth living and sleeping in “open bay” areas consisting of large rooms with lines of beds. This makes it difficult to adequately monitor youth or to prevent gang conflicts. **Youth speak of punitive environments characterized by “prison-like” conditions in many county facilities, and staff in many facilities report very low morale**, which impedes their ability to work effectively with young people.¹ Since then, the Department of Mental Health has concluded: “The County’s juvenile justice system is the product of a juvenile incarceration model that is flawed and fundamentally fails to adequately meet the current developmental and mental health needs of youth and their families. Outdated facilities and high levels of use of force create an environment that is not conducive to the overall wellbeing of youth, and also frustrates efforts to provide effective

¹<https://oig.lacounty.gov/Portals/OIG/Reports/Report%20Back%20on%20the%20OIG%20Investigation%20and%20Improving%20Safety%20in%20the%20Juvenile%20Facilities.pdf?ver=2019-03-11-133849-507>

services and programming.”² In this report, which followed the Board’s ban on pepper spray, the Department of Mental Health reaffirms the range of problems related to serving youth in juvenile halls and camps, including the physical limitations of facilities that **“provide environments that are often counter-therapeutic and negate efforts to stabilize and enhance the youth’s functional abilities.”**

Moreover, the location of the juvenile facilities presents challenges for community engagement and family visitation. **Nearly all the camps are on the outlying areas of the county, often cutting youth off from their families and community support networks for the duration of their confinement.**

Probation has also faced public criticism for conditions in its youth facilities, including the excessive use of pepper spray. According to the County’s Office of Inspector General’s (OIG) report on juvenile facilities, “In March of 2018, the Department reported a significant increase in the use of pepper spray in its juvenile halls from 2015 through 2017,” with dramatic increases in all three juvenile halls: Central Juvenile Hall had a 338% increase; Los Padrinos Juvenile Hall a 214% increase; and Barry J. Nidorf a 192% increase. During the PRIT’s process, **several Probation officers were charged criminally for the improper use of pepper spray³ and staff reported an unwillingness to show up to work due to the chaos in the facilities.⁴**

2. Community-based Services

The **lack of quality community-based services and genuine community engagement** is a significant issue within the Probation Department. Despite the fact that Probation has numerous contracts with community based service providers, there is a lack of a robust continuum of community services for both youth and adults on probation, and no structured system for Probation officers to access services for their clients.

Numerous reports and audits have found that Probation **severely underspends its community services budget**. According to reports by the Los Angeles County Auditor-Controller, in May 2015, over \$140 million of SB 687 funds for alternatives to detention for adults and over \$25 million of Juvenile Justice Crime Prevention Act (JJCPA) funds for youth intervention and prevention programs were unspent. The JJCPA unspent funds rose to \$37.9 million in 2019. Probation has a **particularly cumbersome procurement process** that is a significant contributor to the pervasive under spending that has been documented. In a June 2019 report, the Los Angeles County Auditor-Controller concluded: “While Probation has made some progress, JJCPA funds continue to accumulate and under spending continues to be an issue.”⁵

² Report Response on the Office of Inspector General Investigation and Improving Mental Health Treatment and Safety in the Juvenile Facilities, Dr. Jonathan Sherin, Director, Department of Mental Health (April 26, 2019).

³ <https://www.latimes.com/opinion/editorials/la-ed-pepper-spray-arrests-20190409-story.html>

⁴ <https://www.latimes.com/local/countygovernment/la-me-juvenile-halls-chaos-pepper-spray-detention-probation-20190519-story.html>

⁵ Probation Department: Accumulation of Juvenile Justice Crime Prevention Funds First Follow-Up Review, Los Angeles County Auditor-Controller (June 27, 2019).

The RDA report describes how **Probation has not capitalized on the opportunities that AB 109 has presented**. Specifically, community offices or AB 109 HUBS “remain overly correctional in nature, with barbed wire, imposing facades, and unwelcoming waiting areas—much like many of the Department’s field offices. In addition, by **limiting AB 109-funded services only to individuals under AB 109 supervision, despite there being no statutory or regulatory provisions requiring this**, the Probation Department (Department) is missing an opportunity to more fully engage the community to partner in rehabilitating some of its most challenging clients.”⁶ Additionally, the failure to spend JJCPA funds has resulted in a lack of services for youth in communities where gang involvement and high-risk environments combine to create a dangerous environment for some of the County’s most vulnerable youth.

Community engagement has been made more difficult by the physical nature of Probation’s field offices and as noted above, the Department’s arduous funding processes. The RDA report further finds that “Field offices, in general, were designed years ago and not with input from local community institutions, which is reflected in their uninviting physical design. **The relatively small amount of funding reserved for community support, and the slow process of disbursing those funds have created frustration among community-based organizations that could otherwise be leveraged as partners.**”⁷

3. Bureaucratic and Administrative Inefficiencies

While any large agency will face its fair share of bureaucratic challenges, the sheer size of Probation as well as its specific bureaucratic malaise, significantly impede its ability to function at an optimal level. Probation suffers from a slow and cumbersome procurement process, extremely long and arduous hiring process, and existing labor agreements which do not allow for the effective use of staff.

Most significantly, RDA highlighted specific issues related to Probation’s staffing practices: “**L.A. Probation Department’s inability to transfer staff to lateral positions** that align with appropriate human resource allocation is a major barrier to meeting the needs of the client population and creates problematic and costly imbalances in staffing distribution. In addition, the **56-hour work schedule for line staff working at the Department’s juvenile camps is inconsistent with established best practices** in juvenile facilities.”⁸ This works against the ability

⁶ http://file.lacounty.gov/SDSInter/probation/1033765_LAPGS_FinalMergedReport_20180206.pdf, at p. 19

⁷ http://file.lacounty.gov/SDSInter/probation/1033765_LAPGS_FinalMergedReport_20180206.pdf, at p. 19

⁸ During a PRIT public meeting on the staffing, hiring, and training recommendations from RDA, the representatives of the Unions, the administration, and County appointees to the PRIT demurred on discussing these issues publicly, due to pending contract negotiations. On July 22, 2019, the official publication of the LA County Probation Officers’ union reported that it had reached a ‘tentative agreement with County management’ and ‘in addition to significant economic enhancements...the successor 3 year contract protects our seniority, transfer rights, and our 56-hour work shift in the probation camps.’ The PRIT affirms its recommendation that the POC serve as a public forum for the discussion of finalized labor agreements and how their terms shape the delivery of services. The PRIT notes widespread perception that these items are a key obstacle to reform in L.A. County and that public confidence in the Board of Supervisors’ reform effort is impacted by this tension.

to establish a consistent family-like environment in which staff and youth work closely together to build positive relationships that can promote youth wellbeing.”⁹ Additionally, the RDA report highlighted the need for **more expansive recruiting processes** that would include reaching out to multi-faceted educational settings including schools emphasizing human services and social welfare approaches.

4. Lack of Strategic Uses of Data and Information Technologies

Probation also faces significant challenges related to its data, research and evaluation systems; an important quality of any efficiently managed agency to hold it accountable to its mission and goals. RDA’s study explained how **the Department “uses 46 different data systems to manage clients, staff, contracted providers, and a range of other information. There is little integration across data systems. In addition, there is limited data sharing with other County departments.** This reduces the ability of the County to understand the overlap of clients between services and systems and prohibits leveraging and coordination of resources and services.”¹⁰ Indeed in 2017, the “Los Angeles Probation Workgroup” of over 71 participants representing a range of expertise and experience, and tasked with supporting Los Angeles County and its Probation Department in improving its juvenile justice system, affirmed that research and evaluation “not only holds systems accountable for their work but creates critical feedback loops intended to continuously and meaningfully improve practices and policies.”

Probation suffers from inconsistent data collection and no systematic data management. While better data infrastructure is needed, there is also a need for strategic approaches to using and collecting information to fulfill the mission of the Department. For example, based on the input of experienced Probation staff working with youth and our own experience, the **County could address many of the issues in the juvenile justice system by compiling a more complete, precise profile of youth at every stage of its processing, especially those currently detained, and commit to matching both services and settings with the youth’s needs.** This is a long-standing issue, which one of our members detailed decades ago, finding in her dissertation that while the County had set up excellent programs in different camps, there was no proper assessment and match between the youth and the detention setting they were assigned to. Such an assessment of youth’s needs should also drive the development and expansion of services, supports and placements through alternative settings.

5. Organizational Culture

By far, **the greatest challenge of Probation is its negative organizational culture, including the pervasive “us versus them” mentality and a deficit and punitive based approach that emphasizes corrections rather than rehabilitation and trauma informed strategies.** This toxic culture was on display at multiple Board of Supervisors meetings when the elimination of pepper spray was first debated, and numerous Probation staff applauded when a speaker made

⁹http://file.lacounty.gov/SDSInter/probation/1033765_LAPGS_FinalMergedReport_20180206.pdf at p. 28

¹⁰http://file.lacounty.gov/SDSInter/probation/1033765_LAPGS_FinalMergedReport_20180206.pdf at p. 31

racist comments about youth in facilities who need to be pepper sprayed. Probation's labor representatives were given an opportunity to reaffirm its commitment to equity and renounce the association to these comments which its leaders genuinely did at the special hearing on pepper spray. However, at a subsequent Board of Supervisors (BOS) meeting, this behavior was repeated. This was not anecdotal or aberrational: The divisive culture is well documented in the (OIG) report on the use of force in halls and camps, which documented incidents taunting the background of youth and their communities and calling for immediate intervention to end the "us vs. them" culture. To be sure, **these individuals represent a small fraction of the thousands of staff at Probation, the majority of who are certainly hard working and well-meaning but who nonetheless operate in a culture that is demeaning and ultimately demoralizing to them and to the youth.** Along with the toxic organizational culture, the OIG's report highlights how **staff feels unsafe and that morale is low**, explaining that "morale issues may be exacerbated by a perceived lack of sufficient staffing and a lack of trust in existing accountability structures."¹¹

B. The Recommended Solutions

The PRIT took the charge of not adding new recommendations seriously. However, Probation and youth justice reform is a dynamic area and certain conditions – locally and across the state – have quite simply changed substantially since RDA, other researchers, and County auditors, made their recommendations. Accordingly, most, but not all, of the following recommendations are taken from a longer list of suggested reforms made in three primary studies of Probation: The L.A. County Probation Workgroup Report, the Juvenile Probation Outcomes Study, and the RDA Governance Report. The purpose of this summary is to address the pressing issues identified above by calling attention to our most urgent recommendations.

1. Culture Change

The Probation Department must engage in **a major, intentional, organization-wide culture change initiative** that includes the following actions:

- Adopt a new mission and vision statement that is widely distributed and posted throughout the organization. The statement should communicate the fact that Probation is moving away from a punitive, deficit-based system into one that is a positive, supportive, and developmental in its approach.
- Train all staff on positive client development, trauma-informed care, and the ineffectiveness of punitive approaches.
- Engage in consistent open and transparent communication regarding what policies, practices, and procedures are being changed and why the changes are being implemented.

¹¹<https://oig.lacounty.gov/Portals/OIG/Reports/Report%20Back%20on%20the%20OIG%20Investigation%20and%20Improving%20Safety%20in%20the%20Juvenile%20Facilities.pdf?ver=2019-03-11-133849-507>

- Establish a performance evaluation and accountability structure that holds staff accountable for adhering to the new positive and developmental approach.
- Acknowledge, reward, recognize, and promote staff who exemplifies the new positive and developmental approach.

2. Reduce and Eliminate Juvenile Facilities

(i) Remove the Juvenile Services Division from the jurisdiction of the Probation Department, thereby separating youth and adult probation services in L.A. County

In California and across the nation, states and counties have begun to recognize and apply an extensive body of research and evidence demonstrating that **oversight and care of at-risk youth are best served through a therapeutic and rehabilitative supportive system of care.** Research demonstrates that the outdated model of corrections focusing on control, compliance and supervision does not now, and has never, proven to provide the level and quality of care and services youth need in their healthy development.

In its February 2016 motion, the BOS directed RDA to examine this dilemma and make a recommendation regarding dividing the Probation Department into two separate entities. After extensive research, which included ongoing meetings and even travel with Probation Department leadership to examine different models, RDA recommended that instead of splitting, that an agency model be created. However, the Department has not been fundamentally transformed to focus on culture change and institutional reform. Currently, all **juvenile staff are not routinely and consistently trained on juvenile best practices, nor is there effective supervision or oversight to ensure consistent best practices** are being utilized either in institutional settings or in field services.

Meanwhile, many things have shifted from a public policy perspective, most notably, in January 2019, the Governor acted to move the California State Department of Juvenile Justice out of the state prison system and into the state's Department of Health and Human Services.¹² In March 2019, the San Francisco County Board of Supervisors voted to establish a committee to shut down juvenile hall and replace it with a network of community-based, non-institutional settings by next year.¹³ In July 2019, a national study on behalf of the Juvenile Justice Leadership Network definitively called for a move away from institutional settings, in favor of small home-like settings to produce rehabilitation.¹⁴ Because of these and the enumerated challenges facing youth probation in L.A. County, **it is time to separate youth and adult probation services.**

L.A. County must decide if it is wiser to transfer the oversight and care of young people subject to Court jurisdiction to a new department that is dedicated to youth development or to an existing health and human services agency. Youth who have committed infractions that are currently defined as crimes by state law need rehabilitation, therapeutic intervention,

¹² <https://www.latimes.com/politics/la-pol-ca-gavin-newsom-juvenile-justice-plan-20190122-story.html>

¹³ <https://witnessla.com/in-a-historic-move-sf-supes-vote-to-get-rid-of-juvenile-hall/>

¹⁴ <https://cjr.georgetown.edu/wp-content/uploads/2019/07/A-Roadmap-to-the-Ideal-Juvenile-Justice-System-Digital-Release.pdf>

developmentally-appropriate and trauma-informed services. The L.A. County Probation Department has repeatedly indicated that more than **90% of probation youth suffer from mental health issues. It is truly remiss of L.A. County not to place these youth with an agency staffed with people who are subject matter experts in mental health** diagnosis, assessment, education and treatment. This shift in responsibility and care would support youth in their ongoing healthy and safe development, and best prepare them to return to their families and communities, and deter them from penetrating further into the juvenile justice system and/or entering the adult justice system. Such an approach ultimately ensures public safety.

Even if a significant number of detained youth have diagnosed mental health conditions that have caused them to commit acts that harm themselves or others, there are other causes of youth incarceration, which should not lead to the assumption that health departments are equipped to serve justice-involved youth. Additionally, the community attending PRIT meetings expressed concerns about over-medication of probation youth by mental health and health agencies, in tandem with corrections, in the past. This requires **careful consideration of whether the appropriate jurisdictional assignment of probation youth exists in the current County social service delivery system or whether a new youth development department is necessary.**

Therefore, we urge the County to authorize:

- a) The separation of youth from Probation services and to direct the Courts, County Counsel, and Probation to begin preparing for this separation reporting back to the BOS in **30 days** on the main issues to resolve legally to implement this change and;
- b) Empaneling the Work Group described in Recommendation (iii) below, to identify, **by December 2019**, the best place in the County's service delivery system for youth probationers and
- c) Transferring jurisdiction over youth whom are ineligible to be diverted altogether from the delinquency system, into a health or human services agency or to a new youth development department by **July 2020**, per the Work Group's conclusion and recommendation.¹⁵

(ii) Fund or build smaller home-like community-based detention housing alternatives to end youth incarceration in Los Angeles County by 2025:

In 2018, **L.A. County taxpayers paid nearly \$260,000 per youth in juvenile facilities, despite the fact that these facilities were only 38% full.** In 2011, the facilities were almost 60% full, and the annual cost was roughly \$215,000, per youth. Adjusted for inflation, this means taxpayers paid 70% more for halls and camps in 2018, which were at 20% less capacity, than they were in

¹⁵ The PRIT emphasizes that, wherever the jurisdiction to provide services to probation youth ultimately resides, the well-being and legal responsibilities of the County to these youth under state and federal law, call for the POC to retain the powers and authorities to provide oversight on the specific matters related to youth well-being.

2011.¹⁶

As in most other counties, an unsustainable phenomenon is draining public coffers in our County - **juvenile halls and camps have decreasing populations but skyrocketing costs**. This is morally, economically, and politically indefensible.

The RDA report recommended that the Probation Department temporarily shut down Central Juvenile Hall, move youth to Los Padrinos and Barry J. Nidorf juvenile facilities, and invest millions of dollars to renovate and improve Central Juvenile Hall. Instead, in May 2019, the Department announced the closure of Los Padrinos and plans to move youth and staff to Central Juvenile Hall and Barry J. Nidorf Juvenile Hall. **These moves, which were uninformed by community stakeholders, are confusing at best and at worst, a direct contradiction of the Board's adoption of the RDA recommendations in the same motion that created the PRIT.** Moreover, chaos and violence at the halls and camps has been incredibly disruptive and dangerous to youth and their families, as documented by the news media, codified in reports by and to the Probation Commission, and cited repeatedly as creating unsafe working conditions by the unions representing Probation officers.

The time has come to end youth incarceration in Los Angeles County¹⁷ and follow the national research and state recommendations in building smaller home-like, community-based detention housing alternatives in communities where youth and their families reside. National models have proven over extensive time and research that smaller, home-like facilities, whose foundation rests in positive youth development, family engagement, mental and substance abuse treatment and successful reentry, increases youth resiliency, family functioning and public safety, and decreases recidivism and escalation in the justice systems. Even the Chiefs of the L.A. County Probation Department have endorsed the end to youth incarceration, signing on to a letter that boldly declared, "We believe the time has come to close down youth prisons, once and for all."¹⁸

We recommend that the Board:

- (a) Direct Probation **to immediately stop housing youth with different levels of risk and needs together and to produce the assessment of detained youth** described in Section B (Solutions) and sub-section 5 (Data-Driven Decision-Making) of this report **within 30 days**, and;
- (b) Authorize the Work Group described in recommendation (iii) below **to assess whether the Community Detention Program is useful anymore, as too many bench**

¹⁶ <https://www.sfchronicle.com/news/article/Vanishing-Violence-Cost-of-locking-up-a-youth-in-13793488.php?psid=fk3zN>

¹⁷ On June 13, 2019, during the PRIT's final public meeting, more than 20 community organizations across all five Supervisorial districts, submitted a joint letter calling for this direction. The letter was submitted to your Board.

¹⁸ <https://yclj.org/statement>

officers undermine this program by using it as a form of threat, rather than for increased and meaningful supervision and;

- (c) Authorize the Work Group in recommendation (iii) below **to draft a strategy by December 2019**, for L.A. County to develop and/or build smaller home-like, community-based housing alternatives in communities where high percentages of probation youth and their families reside;
 - (d) **Shut down Central Juvenile Hall by July 2020**. The County should redirect all justice-involved youth to more humane temporary facilities, and rather than spending millions to “improve juvenile hall,” should use public resources to fund alternative community-based, home-like facilities as described above;
 - (e) Authorize that as many youth as possible coming into contact with the justice system, between July 2020 and Jan. 1, 2025, be directed to diversion programs, alternative to detention programs, and to newly developed community-based housing alternatives, including secure, non-institutional settings, in cases where they are a harm to others or themselves. This would follow the outcomes demonstrated in national research, to keep youth closest to their families, where family engagement works best, and where youth have a more successful outcome in reentry, and;
 - (f) Finally, as alternatives to detention are fully in place across L.A. County, we recommend **shutting down all juvenile camps by January 1, 2025**.
- (iii) **Create a Justice Reinvestment Work Group, upon taking action on the PRIT’s reports and recommendations in 2019, and authorize it to guide the changes in (i) and (ii) above, immediately.**

The PRIT acknowledges that the changes it is proposing are significant. The PRIT also emphasizes that the public and subject matter experts and the human and financial costs revealed in the year of public meetings and past reports justify these departures from the existing system. To ensure that these changes are implemented in a deliberate, well-planned, and sensible manner, it recommends that the Board authorize a working group called the “Justice Reinvestment Work Group” to lead these changes. **The purpose of this working group is to achieve the steps identified in recommendations (i) and (ii) above, and transition L.A. County’s juvenile justice system into a new era.** In Addendum A, we include a sample ordinance from the San Francisco Board of Supervisors, which we recommend as a model for authorizing and constituting such a body.

We strongly recommend that the Work Group be **anchored by formerly detained youth, community-based service providers and health and human service professionals**. We recommend additional participation from representatives of the Courts, the Chief Probation Officer, retired and active youth detention officers, and the head of the Unions for Probation

line staff and supervisors. We recommend that the non-County appointees be stipend for their labor at an equitable level, especially formerly system- involved youth.

In addition to the big-picture recommendations above, some of which go beyond RDA and other reports that the PRIT was asked to consider, but which our moral conscience, national and state best practices, and current conditions require at this time, we believe the following recommendations should also be prioritized for youth outcomes and facilities:

- Stop detaining or referring any youth who are assessed as low risk.
- Stop detaining any youth who commits a misdemeanor crime.
- Expedite the plan to replace the Detention Risk Assessment instrument with a nationally recognized validated, norm referenced assessment tool, fully implement it, and rarely override it.
- Increase detention alternatives and adjudication diversion programs.
- Build smaller home-like, community- based detention housing alternatives in communities where youth and their family reside.
- Only refer youth who have been assessed as high risk to camp.
- Hire or assign an expeditor or expeditor team to focus on reducing the length of time youth spend in detention awaiting movement to their court-ordered destination.
- Permanently close Central Juvenile Hall.
- Monitor juvenile programming services and education inside Juvenile Halls pending its final closure.
 - Work with Los Angeles County Office of Education to focus on providing higher quality education to all youth.
 - Strengthen incentive-based behavior management systems for youth and reward facility managers and unit supervisors who can reduce critical incidents and increase school attendance.
- Transform the programming and staffing at all remaining Camps into small, home-like campuses with an education and rehabilitation focus.

3. Expand and Improve Community Services

Probation must seek to develop and expand more meaningful partnerships with communities, especially those with the highest rate of residents on probation. These partnerships should include expanding the amount and improving the quality of community-based services received by youth and adults on probation that build on their strengths and address their needs. In addition to the provision of services, the Department must create space for community voice and shared authority in the operation of Probation. In order to achieve these goals, Probation should implement the following:

- **Expand the initiative to disburse grants to community-based organizations via the public/private partnerships with foundations** that support both capacity building and services. The current investment, an important initial effort, still only represents 1% of

Probation's budget. This should be significantly increased and expanded to include services for adults on probation;

- Expand **AB 109 service access** so that it is available **to all adults on Probation**;
- Using a variety of Probation funds, including: JJCPA, YOBG, Title IV-E Waiver, AB 109, SB 678, and General Fund dollars saved through Probation downsizing **prioritize the expansion and improvement of services in: Education, Employment, Mentoring/Life Coaching, Housing, Drug Treatment, and Mental Health.**
- **Redefine the job of both juvenile and adult probation officers in the field** so that their main duties and responsibilities are to work with the youth or adults on their case load and their families to identify their greatest needs and strengths, and to develop life plans to connect clients to services, supports, and opportunities; and
- **Identify neighborhoods where large numbers of Probation clients live, and in partnership with those communities, establish offices and other operations in these areas.** This may include renovating existing field offices to create community-oriented offices that are welcoming and supportive environments and co-location with other government agencies and community-based organizations. The recently opened "DOORS" Re-entry Opportunity Center, by the Probation Department's Adult Services Division in the Exposition Park area of South Los Angeles is a major step forward that should be replicated across the County. By redesigning a former welfare office and using multiple floors for staff and client needs, it preserves a County asset. By leveraging SB 678 money to fund locally-based community non-profit agencies to co-locate staff, it deepens community partnership and a targeted use of a dedicated funding stream. By co-locating staff from other County departments responsible for workforce development and social services, it reduces the burden of adult probationers to access a continuum of care and encourages cross-departmental collaboration.
- Leadership and staff should **create community stakeholder groups or advisory panels to inform community members of Probation's work and learn from neighbors** what challenges and opportunities exist in their home communities. In the example above involving the new re-entry opportunity center in Exposition Park, an important next step would be to establish a meaningful advisory board for that office that allows the co-located County and non-profit providers to collaborate with community members on further innovations and system changes. The proposed POC Community Probationer Liaisons articulated in the PRIT's oversight structure would participate on such a body as the face of the POC and the Board's systemic reform effort in the community. The Department's growing use of credible messengers and creation of mechanisms for people on probation and their families to shape the direction of the organization, are critical next steps.

Community providers emphasized the need to reorient the Chief Executive Officer (CEO) and County Counsel's role in setting-up, managing, and seeking compliance with the County's contracting process. This includes revisiting language in contracts that embeds structural inequities in the expectation of service provision from the non-profit provider but exempts the County departments from acknowledging the full staffing, in-kind and other costs to meet deliverables. Some agencies have to hire former County staff to simply translate the

agreements into legible formats and meet reporting requirements that do little to improve the quality of care. Other agencies have to redirect multiple staff to cover the reporting requirements and templates required by these departments, away from core competencies related to rehabilitation and therapy. **These County departments need to establish equitable, community-friendly, non-bureaucratic, methods to achieve their own mandates that do not cause organizations to deplete energy, redirect staff, and abandon core competencies, simply to maintain a contractual relationship with the County.**

4. Accountability Mechanisms

There has been no lack of good ideas or recommendations on how to vastly improve Probation, many generated by Probation itself. But, what has been lacking is strong and consistent accountability mechanisms to ensure those ideas will be implemented and sustained.

The **main three accountability measures** that should be prioritized are as follows:

- a) Implement the **external, civilian Probation Oversight Commission (POC)**¹⁹ and a Probation Division within the Office of Inspector General detailed in a complementary report by the PRIT;
- b) Establish a **performance evaluation system** as outlined in the Culture Change section above; and
- c) Establish a new **data-driven performance management process**, detailed below.

5. Data-Driven Decision-Making and Performance Management Processes

In order to ensure Probation is achieving its established objectives and implementing the above recommendations, an organizational performance management system should be implemented that tracks data, based on agreed-upon metrics, tied to specific goals, which are reviewed in regular accountability meetings. Specifically, Probation should:

- 1. Build a strong data infrastructure that is aligned with and facilitates Probation practice.
- 2. Capture key data points related to system operations in order to monitor system activity as well as forecast and evaluate system activity over time.
- 3. Capture data to document the quality and quantity of practices and services delivered by Probation.
- 4. Capture data to produce outcomes that evaluate Probation practices and services.²⁰

The new POC should establish no more than 10-15 of the most important goals from this Summary Report, by which to evaluate Probation's performance. Once specific goals are established, metrics tied to those goals and to be assessed quarterly should be agreed upon.

¹⁹ We submitted a proposed oversight design in June 2019. The final report remains unchanged except to clarify that the exclusion of current County employees from the POC, shall not apply to the LA County defense bar.

²⁰ Herz et. al, The Los Angeles Probation Workgroup Report (March 2017)

There must be capacity for reliable and transparent data to be collected on these metrics.

Metrics from each objective should be collected and presented at the quarterly Data-Driven Performance Management meeting. These accountability meetings should be chaired by the POC's Executive Director or their designee and a representative of the CEO. Agency Directors or Deputy Directors should then present or respond to data presented at each meeting. If they have not achieved identified performance targets, the respective manager should present a specific plan on how they intend to improve their division's performance.

Every Data-Driven Performance Management meeting should conclude with a detailed plan of action in response to unmet performance targets and/or new metrics. The responsible party (i.e.: POC and CEO) will follow-up with the Chief Probation Officer or Division Directors in the weeks in-between each Data-Driven Performance Management meeting to ensure progress is being made towards achieving identified goals.

An immediate example of data-driven decision-making that is necessary to address the crisis in juvenile justice involves directing Probation to **collect and analyze meaningful data in order to provide a more detailed report of detained youth, in tandem with using a newly developed, validated detention screener.** Ideally, that data includes both quantitative data as well as qualitative data through, for instance, surveys and interviews with youth as well as staff. This is a critical baseline step to help determine the number of youth who require which type of settings. This, in turn, will drive the analysis of alternatives to youth incarceration.

Probation's most recent report delivered to the Probation Commission at its July 25, 2019 meeting does not clearly identify the different types of detention cases the County is managing. The baseline questions to be answered by the Department in its next report should include:

- How many youth are pending WIC 707B related adjudications?
- How many of the WIC 707B related offenses involve the use of a weapon?
- How many youth are pending placement or re-placement based on an active order of "Suitable Placement," which is important to identify youth that have transferred to Probation from DCFS?
- How many youth are awaiting transfers to residential treatment facilities (camps)?
- How many youth are pending bench warrant recalls?
- How many youth are pending Community Detention Program (CDP) violation hearings?
(This number can, at times, inflate the population by up to 20%)

Once these numbers are available, the County can set up different options for adjudicated youth. Rather than make informed decisions using this type of inquiry and engaging experienced staff and system-involved youth, the current gaps in Probation's approach to data management and information technologies pulls the County into an unsustainable dynamic where problems are identified at the back-end and the Department cites a need for more resources in order to make changes. The most recent example was the Department's request for \$30 million to meet the Board's unanimous mandate to end the use of pepper spray.

Indeed, the Department has repeatedly made clear that it is simply not in a position to

achieve what the BOS and the public would like it to accomplish, without millions of additional public dollars. While we believe our recommendation to separate youth from probation will help end this cycle, it will also help to have an improved culture and capacity to collect data, use collaborative approaches to generate data inquiries about how systems function and to interpret results and make decisions, and evaluate data to correct course.

C. Conclusion:

L.A. County is at a historic crossroads. We have reached a defining moment, where L.A. County can truly become a national leader in the care and support of at-risk youth and their families. The changes needed to support this vulnerable population are within reach and achievable with will-power, commitment and persistence from the L.A. County Board of Supervisors, the POC and the community at large. For the last year, the PRIT has been hearing from the Los Angeles community, but for much longer than that, the members of PRIT -- in both their professional and personal lives -- have been committed to improving the justice system for youth, adults and families. The PRIT and its members have heard the community loudly and strongly and agree with their call for significant and comprehensive justice reform in L.A. County.

The community and the PRIT are not just asking Probation to do business a little bit differently, or to move programs around. Instead, together, we are asking the LA County Board of Supervisors to be BOLD and SWIFT in adopting proven solutions to support youth, adults and families who come in contact with our justice system.

The community and the PRIT are ready, willing, and prepared to support the Board of Supervisors in taking a national lead in providing the best and highest quality care for our young people and adults on probation and to ensure that the care and services they need are available countywide, are available in their home communities, and are provided by community-based agencies trained to meet their needs and aspirations. This is not about “fixing” our young people or “offering services” to adult probationers and their families. It is about fundamentally valuing and providing all of these individuals with the best chance at success in their lives and in society. This cannot be done by allowing our juvenile justice system to serve as a pipeline, or adult probation as a revolving door, to prison. It can be achieved by implementing the recommendations in this report, ensuring meaningful civilian oversight, and truly supporting our youth, adults, and their families through proven justice reform efforts.

What is being urged by the PRIT and the community is not revolutionary or controversial. It actually represents the direction our nation has been taking for years in believing that our youth, adults and families need support and therapeutic systems of care and services in their own communities that effectively meet their needs. **It represents what communities most impacted by justice systems have said they want and need.** This reform will make a profound difference and give hope and opportunity back to the residents of L.A. County who for too long have come in contact with our outdated justice system. It is our responsibility to support all residents of L.A. County.



Los Angeles County

PROBATION REFORM AND IMPLEMENTATION TEAM

Proposed Systemic Reform Plan for the Los Angeles County Probation Department

Synthesis of Recommendations in the areas of:

- | | | | |
|-----------------------------------|---|--------------------------------------|---------------------------------------|
| a) Organizational Structure | b) Community Partnerships
& Service Delivery | c) Juvenile Facilities | d) Data and Information
Technology |
| e) Mission, Vision, and
Values | f) Juvenile Outcomes | g) Staffing, Hiring, and
Training | h) Structured Decision-
Making |

Submitted to the Los Angeles County Board of Supervisors

By:

Alexander Sanchez, 1st District Appointee

Cyn Yamashiro, 2nd District Appointee

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Saúl Sarabia, PRIT Chairperson

**The PRIT appointees have collaborated as a full team over the past year to synthesize hundreds of recommendations and served as leads for the distinct areas, above. During the final step to consolidate the diverse perspectives into one plan, the Supervisorial appointees voted 4 to 1 in favor of this final synthesis, with the 5th District appointee registering a dissenting vote. We thank all of the PRIT members, the Probation Dept, County Counsel, and CEO for their participation on the PRIT and contributions to the attached templates with the elements requested by the Board of Supervisors.*

August 9, 2019

ORGANIZATIONAL STRUCTURE				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Re-organize into to an agency model with centralized administrative functions that support separate, juvenile, and adult operations	<i>(The PRIT recommends the BOS move juvenile services out of the Probation Dept. Should the Board not move to do that, the PRIT recommends these deadlines and accompanying text)</i>	<ul style="list-style-type: none"> • The Department will have re-organized all client service operations under separate juvenile and adult divisions with centralized administrative functions (July 2020) • The Department will have created specialized trainings and approaches within both adult and juvenile divisions (September 2020) • The Department will have created and implemented a specialized Transitional Age Youth (TAY) unit in both the juvenile and adult divisions to serve clients aged 18-25 years old (September 2020) • The Department will have established and implemented specialized training in specific developmental needs and age-specific intervention for officers whom work with youth and TAY clients (September 2020) • The Department will have eliminated the use of the “district model” (September 2020) 	<ul style="list-style-type: none"> • All line staff will have a chain of command all the way up to Chief Deputy Probation Officer that is within either Adult of Juvenile Operations • Specialized trainings completed and 85% of all staff have completed training as evidenced by sign-in sheets and/or attendance log in Learning Management System (LMS) • TAY Unit formally established with POs and supervisors where TAY POs only have 18-25 year olds on their case loads • All field offices either serve only adult clients or juvenile clients and have only adult probation staff or juvenile probation staff 	<ul style="list-style-type: none"> • Reorganization of field offices into an “agency model” from a “district model” measured with data • Specialized trainings on positive youth development, adolescent brain development, transition age youth, and other topics that reflect the needs of the population under supervision, provided to juvenile and TAY field officers measured with data • Specialized trainings provided to adult field officers measured with data • Reassigning officers based on populations of clients in each region measured with data

ORGANIZATIONAL STRUCTURE				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		<ul style="list-style-type: none"> The Department will have organized all juvenile field services and adult field services separately into regional offices (July 2020) The Department will have reassigned all officers and fiscal resources based on client populations in each region (September 2020) 		
Authority over operations and administration must be connected	July 2020	The Department will have realigned staff into an agency model	<i>Metrics same as above recommendation</i>	Reorganization of field offices into an “agency model” from a “district model” measured with data
Re-assign human and fiscal resources to region based client populations	July 2020	<ul style="list-style-type: none"> The Department will have re-organized all client service operations under separate juvenile and adult divisions with centralized administrative functions The Department will have eliminated the use of the “district model” The Department will have reassigned all offices and fiscal resources based on client populations in each region 	<i>Metrics same as above recommendation – in addition to:</i> Separate position descriptions and separate formal business unit positions create for adult and juvenile probation officers.	Reassigning officers based on populations of clients in each region measured with data
Establish a data and research unit, create a recruitment unit within Human Resources and	December 2020	<ul style="list-style-type: none"> The Department will have established an internal 	<ul style="list-style-type: none"> REU position descriptions finalized REU FTEs in the org structure and funded 	<ul style="list-style-type: none"> Make data driven decisions about budget allocation and

ORGANIZATIONAL STRUCTURE				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
integrate and centralize fiscal functions		<p>Research and Evaluation Unit (REU)</p> <ul style="list-style-type: none"> • The Department will have identified and assigned a minimum of 10-15 employees to the REU (September 2020) • The Department will have aligned the Department's data collection and reporting processes to research and evaluation need (September 2020) • The Department will have upgraded their ISB-developed data systems, purchased new data systems, and engaged in public-private partnerships to develop new data systems (Dec 2020) 	<ul style="list-style-type: none"> • 10-15 REU FTEs approved and funded • The Department has a new data-management system being utilized by staff and used to assess data by REU staff. • REU publishes regular data reports from the new data-management system 	<p>organizational structures measured with data</p> <ul style="list-style-type: none"> • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department staff are adhering to the tools and not over-supervising or over-incarcerating youth measured with data
Invest in improved data collection systems and processes	December 2020	The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis	<ul style="list-style-type: none"> • The Department has a new data-management system being utilized by staff and used to assess data by REU staff • REU publishes regular data reports from the new data-management system, including regular dashboard reports on KPIs 	<ul style="list-style-type: none"> • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data

ORGANIZATIONAL STRUCTURE				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
				<ul style="list-style-type: none"> • Department staff are adhering to the tools and not over-supervising or over-incarcerating youth measured with data
Centralize and strengthen administrative operations support service delivery by (a) establishing a data and research unit with human resources and integrate and centralize fiscal functions (b) investing in improved data collection systems and processes	December 2020	<ul style="list-style-type: none"> • The Department will have established an internal Research and Evaluation Unit (REU) • The Department will have identified and assigned a minimum of 10-15 employees to the REU • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have upgraded their ISB-developed data systems, purchased new data systems, and engaged in public-private partnerships to develop new data systems • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key 	<i>Metrics for this recommendation covered by metrics in previous above recommendations</i>	<ul style="list-style-type: none"> • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department staff are adhering to the tools and not over-supervising or over-incarcerating youth measured with data

ORGANIZATIONAL STRUCTURE				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		performance indicators on an ongoing basis		

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Facilitate a planning process that engages residents and institutions in communities with large numbers of probation clients, in order to align the local service delivery system with the needs and resources in the communities. This includes site design and service delivery.	Winter 2019	<ul style="list-style-type: none"> • Improved dialogue between the Department and communities with large numbers of probation client • More accurate mapping of community needs and existing resources • Improved site design of probation field offices • Improved site design of probation field offices • Improved and expanded service delivery 	<ul style="list-style-type: none"> • Assign planning committee to engage community with the Department and the Department's clients • Create a committee to map community resources 	Community stakeholders report increase trust with the Department and Probation Officers report increased trust with CBO providers
Expand and improve community service via a planning process that works with residents and institutions in areas with large numbers of probation clients	Winter 2019	<ul style="list-style-type: none"> • Improved dialogue between the Department and communities with large numbers of probation clients • More accurate mapping of community needs and existing resources • Improved and expanded service delivery 	<ul style="list-style-type: none"> • Assign planning committee to engage community with the Department and the Department's clients • Create a committee to map community resources • Create service contracts with new CBO providers • Expand contracts for client services with existing CBOs 	<ul style="list-style-type: none"> • Community stakeholders report increased trust with the Department and Probation Officers report increased trust with CBO providers • Increase in the number of CBOs with service agreements • Increase in the number of CBO contracts and services

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Increase the department's ability to contract with local organizations by providing training and technical assistance to CBOs who serve the client population and establish a community capacity building fund	Spring 2020	<ul style="list-style-type: none"> • Increase in the number of CBO's contracted to provide services to Probation clients • Increased trust between service-providing CBO's and the Department 	<ul style="list-style-type: none"> • Development and implementation of training and technical assistance curriculum designed to support CBOs in contracting with the Department • Establishment of dedicated community capacity building fund 	Increase in the number of CBOs contracted to provide services to Probation clients
Continue to expand efforts to disperse service agreements via Master Service Agreements and partnerships	Ongoing	<ul style="list-style-type: none"> • Increase efficiency in contracting with CBO service providers 	Expansion of services	<ul style="list-style-type: none"> • Increase in the number of CBO's qualified for master service agreements • Increase in the number of CBO contracts executed via master service agreement • Increased efficiency and speed for disbursing funds to CBO partners

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Develop community-oriented probation field offices akin to NeON in New York	Spring 2021	<ul style="list-style-type: none"> • Identification of the best geographic locations within each region, based on probation population density, transportation opportunities and consultation with community stakeholders. • Facilitation of a community planning process for site design, service planning with client's families, community-based organizations, faith-based organizations, local business, merchants, and schools. • Renovation of existing field offices to create community-oriented probation offices that reflect input of the community and the Department's commitment to rehabilitation. • Co-location of neighborhood-based probation sites at other CBOs, non-profit, or community centers and train staff to work alongside community partners. 	<ul style="list-style-type: none"> • Establishment of geographically appropriate locations for Probation field offices based on probation population, transportation resources and community input • Redesigned and renovated Probation field offices that are community-oriented 	<ul style="list-style-type: none"> • Greater satisfaction of probation clients and staff • Greater rate of service referral and reduced time between referral and service access • Physical redesign of Probation field offices

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Identify the best geographic locations within each region, based on probation population density, transportation opportunities and consultation with community stakeholders	Spring 2020	Identification of the best geographic locations within each region, based on probation population density, transportation opportunities and consultation with community stakeholders.	<ul style="list-style-type: none"> • Produce an updated and accurate map of the probation population by zip code in each Service Planning Area • Engage transportation agencies and community members to produce a map with all major transportation hubs and stops in each Service Planning Area • Produce a map with non-profit organizations providing services to probation clients in each Service Planning Area • Establish geographically-appropriate locations for Probation field offices based on 	Greater satisfaction of probation clients and staff

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
			probation population, transportation resources and community input	
Facilitate a community planning process for site design, service planning with client's families, community-based organizations, faith-based organizations, local business, merchants, and schools	Winter 2019	Facilitation of a community planning process for site design, service planning with client's families, community-based organizations, faith-based organizations, local business, merchants, and schools.	<ul style="list-style-type: none"> • Establishment of geographically appropriate locations for Probation field offices based on probation population, transportation resources and community input • Redesigned and renovated Probation field offices that are community-oriented 	Greater satisfaction of probation clients and staff

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Renovate existing field offices to create community-oriented probation offices that reflect input of the community and the Department's commitment to rehabilitation	Winter 2020	Renovation of existing field offices to create community-oriented probation offices that reflect input of the community and the Department's commitment to rehabilitation.	<ul style="list-style-type: none"> Establishment of geographically appropriate locations for Probation field offices based on probation population, transportation resources and community input Redesigned and renovated Probation field offices that are community-oriented 	<ul style="list-style-type: none"> Greater satisfaction of probation clients and staff Greater rate of service referral and reduced time between referral and service access Physical redesign of Probation field offices
Co-locate neighborhood-based probation sites at other CBOs, non-profit, or community centers and train staff to work alongside community partners	Spring 2020	Co-location of neighborhood-based probation sites at other CBOs, non-profit, or community centers and train staff to work alongside community partners.	<ul style="list-style-type: none"> Establishment of geographically appropriate locations for Probation field offices based on probation population, transportation resources and community input Redesigned and renovated Probation field offices that are community-oriented 	<ul style="list-style-type: none"> Greater satisfaction of probation clients and staff Greater rate of service referral and reduced time between referral and service access Physical redesign of Probation field offices
Redefine the job of both juvenile and adult probation officers so that their main responsibility is to directly connect clients	January 2020	<ul style="list-style-type: none"> Alignment with best practices of model jurisdictions Train staff to focus on service delivery instead of compliance 	<ul style="list-style-type: none"> Redefine job descriptions for juvenile and adult field probation officers Delivery of training to juvenile and adult 	<ul style="list-style-type: none"> Greater satisfaction of probation clients and staff Greater rate of service referral and reduced time between referral and service access

COMMUNITY PARTNERSHIPS and SERVICE DELIVERY				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
			probation officers on client services	
Expand AB 109 service access to adults	Ongoing	Expanded service delivery and alignment with best practices of model jurisdictions where AB 109 funds are used to provide services for a wider range of individuals than those who are part of statutorily defined AB 109 populations	New Probation policies facilitating the expansion of services funded by AB 109 funds beyond the AB 109 population	Increased breadth and depth of services available to all adult probation clients
Prioritize juvenile and adult probation officers main responsibility, to directly connect clients to needed services, supports and opportunities supporting positive change	Spring 2020	Probation officers will be responsible not only for providing referrals, but for connecting clients directly to services (as reflected in job descriptions)	Increase in the number of probation clients accessing available and appropriate services, supports and opportunities	Youth and adults report receiving appropriate and effective connection to services, supports and opportunities

JUVENILE FACILITIES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Continue making progress toward aligning the department's approach to juvenile facilities with established best practices by shutting down older facilities and replacing them with small home-like locations within communities where most of the probation population lives; based on a rehabilitative model.	Ongoing <i>(The PRIT recommends the BOS move juvenile services out of the Probation Dept. These deadlines and the accompanying text are provided only to fulfill the BOS original request of the PRIT and in case the BOS chooses not to adopt our recommendation).</i>	<ul style="list-style-type: none"> • Facilities will no longer have prison like features • Will have made facilities conducive to rehabilitation • Family engagement will have been increased • Facilities will have been made safer for staff and youth • Facilities will have reduced trauma for youth in custody and promoted positive youth development 	<ul style="list-style-type: none"> • Facilities will be redesigned to eliminate prison like features • Family engagement services will have been studied and increased • Staff will have been trained in trauma-informed care 	<ul style="list-style-type: none"> • Reduction in recidivism measured with data • Reduction in youth's risk level measured with data • Reduction in violent incidents in the facilities measured with data • Increase in employee moral measured by survey • Decrease in unfilled positions in the department measured with data • Increase in employee retention rates measured with data
Invest in renovations to improve current conditions of existing camps	Immediately <i>(The PRIT recommends that all juvenile facilities be closed by 2025 and that funding to 'improve' them be redirected to community-based settings. See above).</i>	<ul style="list-style-type: none"> • Facilities will no longer have prison like features • Will have made facilities conducive to rehabilitation • Family engagement will have been increased • Facilities will have been made safer for staff and youth 	Budget revised to invest on facility redesign	<ul style="list-style-type: none"> • Reduction in recidivism measured with data • Reduction in youth's risk level measured with data • Reduction in violent incidents in the facilities measured with data • Increase in employee moral measured by survey

JUVENILE FACILITIES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		<ul style="list-style-type: none"> Facilities will have reduced trauma for youth in custody and promoted positive youth development 		<ul style="list-style-type: none"> Decrease in unfilled positions in the department measured with data
Focus on shutting down older facilities and replacing them with smaller ones that are closer to neighborhoods where most youth probationers live.	Summer 2025 <i>(The PRIT recommends that all juvenile facilities be closed by 2025 and that funding to 'improve' them be redirected instead to community-based settings. See above).</i>	<ul style="list-style-type: none"> Facilities will no longer have prison like features Will have made facilities conducive to rehabilitation Family engagement will have been increased Facilities will have been made safer for staff and youth Facilities will have reduced trauma for youth in custody and promoted positive youth development 	<ul style="list-style-type: none"> Survey/Study assessment of geographic location where clients live completed Design of new facilities that provide home-like features completed Groundbreaking on new home-like facilities 	<ul style="list-style-type: none"> Reduction in recidivism measured with data Reduction in youth's risk level measured with data Reduction in violent incidents in the facilities measured with data Increase in employee moral measured by survey Decrease in unfilled positions in the department measured with data Increase in employee retention rates measured with data
Work with CEO to completely overhaul Central Juvenile Hall	<i>(The PRIT recommends shutting down juvenile hall by July 2020 and that it be permanently closed and repurposed</i>	<ul style="list-style-type: none"> Facilities will no longer have prison like features Will have made facilities conducive to rehabilitation 	CEO will meet with the Department and plan overhaul of Central Juvenile Hall	<ul style="list-style-type: none"> Reduction in recidivism measured with data Reduction in violent incidents in the facilities measured with data

JUVENILE FACILITIES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
	<i>for other uses identified by the community. See above).</i>	<ul style="list-style-type: none"> • Facilities will have been made safer for staff and youth • Facilities will have reduced trauma for youth in custody and promoted positive youth development 		<ul style="list-style-type: none"> • Increase in employee moral measured by survey • Decrease in unfilled positions in the department measured with data • Increase in employee retention rates measured with data
Continue to reduce the number of youth that are placed in facilities and develop alternatives set in communities including smaller rehab-based home models.	Immediately	<ul style="list-style-type: none"> • Will have created a therapeutic environment that promotes positive youth development • Criminogenic effect of facilities will have been reduced • Psychological harm to youth will have been reduced • Youth's needs will have been better met • Youth success will have been promoted 	<ul style="list-style-type: none"> • Revised requirements for in custody placement will be revised • New contracts with community-based providers will be signed • Department clients will be referred to out of custody smaller rehab-based home models 	<ul style="list-style-type: none"> • Reduction in recidivism measured with data • Reduction in youth's risk/needs level measured with data • Increased family engagement measured with data and surveys • Increased youth success measured with data on goals met in case plans

JUVENILE FACILITIES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Work with the CEOs Master planning unit to completely overhaul Central JH by: a. shutting down sections unfit for housing young people or temporarily close CJH. b. Temporarily transferring youth to another facility such as Barry J Nidorf and Los Padrinos, while CJH is completely renovated. c. Renovate the facility to create a humane and therapeutic environment.	Immediately <i>(The PRIT recommends that all youth be removed from juvenile hall to more humane settings as soon as possible. See above).</i>	<ul style="list-style-type: none"> • Facilities will no longer have prison like features • Will have made facilities conducive to rehabilitation • Facilities will have been made safer for staff and youth • Facilities will have reduced trauma for youth in custody and promoted positive youth development 	<ul style="list-style-type: none"> • CEO/CEO's Master Planning Unit will meet with the Department and plan overhaul of Central Juvenile Hall • Unfit sections for housing in Central Juvenile Hall have been shut down and renovated • All renovations at Central Juvenile Hall are designed and constructed to reflect a humane and therapeutic environment 	<ul style="list-style-type: none"> • Reduction in recidivism measured with data • Reduction in violent incidents in the facilities measured with data • Increase in employee moral measured by survey • Decrease in unfilled positions in the department measured with data • Increase in employee retention rates measured with data
Improve juvenile programming services and education inside JH (a.) transition each remaining hall into a small, home-like campus that has education and rehab as its focus, modeling after Missouri successful juvenile system (b.) strengthen incentive-based behavior management systems for youth and reward facility managers and unit supervisors who can reduce critical	Ongoing – Summer 2021 <i>(The PRIT recommends that all juvenile facilities be closed by 2025 and that funding to 'improve' them be redirected instead to community-based settings. We believe these services should be delivered at the neighborhood level. See above).</i>	<ul style="list-style-type: none"> • Youth's educational needs will have been identified and met • Youth will have been placed in proper courses, based on individual needs • Math and English coursework will have been calibrated to the youth's proper need • An encouraging environment for youth will have been created 	<ul style="list-style-type: none"> • Increase contracts with service providers inside Juvenile Halls to provide robust services • Facilities will be redesigned to eliminate prison like features • Budget revised to invest on facility redesign • CEO/CEO's Master Planning Unit will meet with the Department and plan overhaul remaining Juvenile Halls in the county 	<ul style="list-style-type: none"> • Increased literacy and math abilities measured with data • Increased school attendance and youth performance in school measured with data • Reduced recidivism measured with data • Increased employee morale measured by survey

JUVENILE FACILITIES

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
incidents and increase school attendance.		<ul style="list-style-type: none"> • Youth's literacy skills will have been increased • Positive behavior by youth will have been reinforced • Safety for staff and youth will have been increased • Equitable system of rewards for supervisors will have been created 	<ul style="list-style-type: none"> • A system of rewards for supervisors that reduce critical incidents and increase school attendance will be designated and implemented 	

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Invest in an improved data collection/ IT system and processes and identify staff for a research and evaluation unit	September 2020	<ul style="list-style-type: none"> • The Department will have established an internal Research and Evaluation Unit (REU) • The Department will have identified and assigned a minimum of 10-15 employees to the REU • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have established a local inter-university consortium to support ongoing research efforts • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have upgraded their ISB-developed data systems and engaged in public-private partnerships to 	<ul style="list-style-type: none"> • REU position descriptions finalized • REU FTEs in the org structure and funded • 10-15 REU FTEs approved and funded • The Department has a new data-management system being utilized by staff and used to assess data by REU staff • REU publishes regular data reports from the new data-management system. • The Department has a new data-management system being utilized by staff and used to assess data by REU staff • REU publishes regular data reports from the new data-management system, including regular dashboard reports on KPIs 	<ul style="list-style-type: none"> • Measure staff performance driven by data and measured with data • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department staff are adhering to data tools and not over-supervising or over-incarcerating youth measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		develop new data collection systems		
Prioritize investments in IT and data systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators in an ongoing process: a. invest in upgrading ISB-developed data systems, purchasing new data systems and engaging in public-private partnerships to develop new data systems b. examine what other counties LA s and states are doing in relationship to partnering with large private sector companies to meet the IT ad real-time data needs	September 2020	<ul style="list-style-type: none"> • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have established a local inter-university consortium to support ongoing research efforts • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have upgraded their ISB-developed data systems, purchased new data systems, and engaged in public-private partnerships to develop new data systems 	<p><i>In addition to above metrics:</i></p> <p>The Department has an executed MOU with a University or research institution partner to support research</p>	<ul style="list-style-type: none"> • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department staff are adhering to the tools and not over-supervising or over-incarcerating youth measured with data • Existence of robust extractable and linked data from the Department measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Establish an internal research evaluation (REU) unit, 10-15 staff that can: 1. work with operations to define the research, evaluation and reporting needs 2. work with ISB to ensure data systems and reporting, align with the needs 3. establish data collection processes and quality assurance (QA) processes 4. work with outside researchers, including contracted researchers and a local IUC to analyze program, unit and system data based on research and evaluation	September 2020	<ul style="list-style-type: none"> • The Department will have established an internal Research and Evaluation Unit (REU) • The Department will have identified and assigned a minimum of 10-15 employees to the REU • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have established a local inter-university consortium to support ongoing research efforts • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have upgraded their ISB-developed data systems, purchased new data systems, and engaged in public-private partnerships to develop new data systems 	<i>Metrics in the first Recommendation cover this section</i>	<ul style="list-style-type: none"> • Measure staff performance driven by data and measured with data • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes to practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data • Redesigned Department policies and protocols for data collection measured with data • The Department will have universal data dictionary to ensure consistent use of terminology and coding

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		<ul style="list-style-type: none"> • The Department will have compared both existing data fields and existing data reports to Department needs in order to identify gaps and redundancies and develop a plan to address both • The Department will have developed a universal data dictionary to ensure consistent use of terminology and coding 		
Align data collection reporting and processes with research needs 1. Assess current data collection and analysis systems by inventory all data systems, assess the quality of data entry and inventory current reports produced by ISB 2. Identify unit-specific and department-wide and research needs by working with executive management to establish department-level evaluation questions; work with each unit and division to establish evaluation questions and data needs and identify metrics for	September 2020	<ul style="list-style-type: none"> • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have upgraded their ISB-developed data systems, purchased new data systems, and engaged in 	<p>The Department</p> <p><i>In addition to above metrics:</i></p> <ul style="list-style-type: none"> • The Department completes an internal report on data gaps and redundancies and have identified solutions. • The Department publishes an internal data dictionary that clarifies the use of terminology and coding • The Department codifies data collection procedures in the issuing of official policies. 	<ul style="list-style-type: none"> • Measure staff performance driven by data and measured with data • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data • Redesigned Department policies and protocols for data collection measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
nit-specific and department-wide evaluation and data needs		<p>public-private partnerships to develop new data systems</p> <ul style="list-style-type: none"> • The Department will have compared both existing data fields and existing data reports to Department needs in order to identify gaps and redundancies and develop a plan to address both • The Department will have developed a universal data dictionary to ensure consistent use of terminology and coding • The Department will have developed policies and protocols for data collection 		<ul style="list-style-type: none"> • The Department's use of new policies and protocols for data collection measured with data
Establish an IUC to support the departments research needs, the REU in partnership with executive	November 2020	<ul style="list-style-type: none"> • The Department will have identified funding to support the initial development of an inter-university consortium (IUC) • The Department will have convened representatives from area universities with criminal/juvenile justice research centers • The convened group will have identified a lead university, based on knowledge and capacity; 	<ul style="list-style-type: none"> • Funding is budgeted and earmarked for an institutional partner to support the research needs of the new REU. • An MOU or contract between the Department and a university or institutional partner is executed • The university or institution partner is performing 	<ul style="list-style-type: none"> • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Redesigned Department policies and protocols for data collection measured with data • The Department's use of new policies and protocols for data collection measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		establish a governance structure; and identify projects and research needs for which the IUC can partner with the Department <ul style="list-style-type: none"> • The Department will have developed an IUC for research • IUC will have analyzed program, unit, and system data based on the Department's research and evaluation needs • IUC will be engaged in ongoing research efforts on the Department's behalf 	research on behalf of the Department.	
Clearly define and consistently measure and report a list of clearly defined key outcomes (e.g., dashboard outcomes)	September 2020	<ul style="list-style-type: none"> • The Department will have identified all meaningful outcomes for program's impacts and effectiveness • The Department will have required programs to report meaningful outcomes of participants in programs • The Department will have collected meaningful outcomes from programs • The Department will have created a dashboard for client's successes and meaningful outcomes 	<ul style="list-style-type: none"> • The Depart publishes publicly a list of measurable goals and objectives for each division of the Dept. • The Dept. issues a public template of the data dashboard that will be published regularly 	<ul style="list-style-type: none"> • The Department's use of a new dashboard created using data on key outcomes measured with data • The Department's tracking of data requirements from programs measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Conduct full-scale evaluations of the various programs and services provided to Probation clients as part of the research, practice and policy feedback loop	December 2020	<ul style="list-style-type: none"> • The Department will have identified all meaningful outcomes for program and services impacts and effectiveness • The Department will have required programs and services to report meaningful outcomes of participants in programs and services • The Department will have collected meaningful outcomes from programs and services • The Department will have assessed the impact of policies, practices, and programs • The Department will have eliminated unsuccessful policies, practices, programs, and services based on data decisions and meaningful outcomes 	<ul style="list-style-type: none"> • The Department conducts and publishes outcome evaluations of programs provided to youth and adults on probation 	<ul style="list-style-type: none"> • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • The Department's use of effective services as measured by data • The Department's tracking of client successes and meaningful outcomes with data measured by data
Collaborate with external researchers and evaluators to develop and implement a research agenda and generate a regular data reporting plan	November 2020	<ul style="list-style-type: none"> • The Department will have convened representatives from area universities with criminal/juvenile justice research centers 	<ul style="list-style-type: none"> • The Depart publishes publicly a list of measurable goals and objectives for each division of the Dept. • The Dept. issues a public template of the data dashboard that will be 	<ul style="list-style-type: none"> • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		<ul style="list-style-type: none"> • The convened group will have identified a research agenda and regular data reporting plan • The convened group will have identified a lead research organization to develop and train Department staff on use of data reporting plan 	published regularly and announces the regular intervals of data dashboard to be released.	<ul style="list-style-type: none"> • Improve the Departments efficiency by use of data and measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data • Redesigned Department policies and protocols for data collection measured with data
Probation's data system should be a dynamic, flexible, and adaptable web-based platform that interfaces with other systems and supports direct data entry by community-based providers serving Probation-involved youth	September 2020	The Departments' data system will be dynamic flexible and adaptable to a web-based platform.	The Department launches a new data-management system that is web-based and allows for input by CBOs contracted by the Department.	
Data system should be centralized around the use of a validated risk and needs tool that drives the development of case plans and youth goals	November 2020	<ul style="list-style-type: none"> • The Department will have implemented a validated risk and needs assessment tool • The Department will have linked validated needs and assessment tool to database to create individualized case plans for clients based on their unique needs and risks 	<ul style="list-style-type: none"> • The Department implements new or updated risk assessments for juvenile detention, juvenile supervision, and adult supervision • The Department implements a policy that detention decisions and community supervision 	<ul style="list-style-type: none"> • Make data driven decisions about case management measured with data • Measure staff performance driven by data and measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		The Department will have trained all relevant staff on use of validated needs and assessment tool and database to produce data driven case plans	levels are driven by the new risk assessments.	
Data system should provide access to a referral system and house a database of services available for Probation-involved youth with the type of services offered, the service areas served, the population served (including risk assessment levels and exclusionary criteria), etc., and align with the youth's case plan	November 2020	<ul style="list-style-type: none"> • The Department will have cataloged all available services through the referral services process with the program's requirements and specific services and exclusion criteria in a linked database with case management/data collection system • Department personnel will have been trained in the linked database with case management/data collection system • Department personnel will use a linked database with case management/data collection system to make program and service referrals 	<ul style="list-style-type: none"> • The Department issues a resource list of all services available to youth and adults on probation. • The Department incorporates the resource list into the new data management system 	<ul style="list-style-type: none"> • Increase in clients receiving appropriate services measured with data • Reduction in youth's risk level driven by data and measured with data • Make data driven decisions about case management measured with data • Client linkage to appropriate programs and services based on risk assessment levels

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Data system should produce regular reports (e.g., daily, monthly, etc.) to guide meaningful oversight and supervision of case management and be used to develop a regular real-time feedback loop to impact practice	September 2020	<ul style="list-style-type: none"> • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have trained all staff on use of data collection systems • The Department will have compared both existing data fields and existing data reports to Department needs in order to identify gaps and redundancies and develop a plan to address both 	The Dept. issues a public template of the data dashboard that will be published regularly and announces the regular intervals of data dashboard to be released.	<ul style="list-style-type: none"> • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department staff are adhering to the tools and not over-supervising or over-incarcerating youth measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Data should be reported on a regular basis and presented in a way that compares the current time period to earlier time periods to identify patterns of change over time	September 2020	<ul style="list-style-type: none"> • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have trained all staff on use of data collection systems • The Department will have compared both existing data fields and existing data reports to Department needs in order to identify gaps and redundancies and develop a plan to address both • The Department will have compared current time period to earlier time periods and have identified patterns of change and the changes cause 	The Department's data dashboard that will be published on a regular scheduled per above metrics, will include current time period data and data from the same category from earlier time periods, which could be previous year and previous quarter	<ul style="list-style-type: none"> • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department staff are adhering to the tools and not over-supervising or over-incarcerating youth measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Data should include demographics (i.e., gender, race/ethnicity, age, zip code) to understand and identify disproportionate minority contact and specific patterns related to gender.	December 2020	<ul style="list-style-type: none"> • The Department will have recorded data on race/ethnicity, age, and zip code for every client • The Department will have created a geographic map to represent the information collected above 	Dept. produces an annual report card on specific patterns related to gender and race and ethnicity, to determine if there are existing disparities in decisions regarding placement, risk level, service provision, or violations of probation that led to detention/incarceration	Reduction/elimination of racial/ethnic and gender disparities in violations and out of home placements measured with data
Probation Research and Evaluation Unit should develop a web-based system that allows for real time report generation on a wide range of process and outcome related questions similar to other states, such as Florida and Georgia	November 2020	<ul style="list-style-type: none"> • The Department will have a web based system that aligns the Department's data collection and reporting processes to research and evaluation needs • The Department will have invested in updated data/IT systems that can simplify the process of data extraction and provide real-time data via dashboards to assess key performance indicators on an ongoing basis • The Department will have upgraded their ISB-developed data systems, purchased new data systems, and engaged in 	The Department launches a new data-management system that is web-based	<ul style="list-style-type: none"> • Measure staff performance driven by data and measured with data • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data • Redesigned Department policies and protocols for data collection measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
		<p>public-private partnerships to develop new data systems</p> <p>The Department will have compared both existing data fields and existing data reports to Department needs in order to identify gaps and redundancies and develop a plan to address both</p>		
The internal Probation Research and Evaluation Unit needs strong leadership and should be comprised of juvenile justice subject matter experts and statistical analysts	December 2021	Have a REU with strong leadership and juvenile justice subject matter experts	<ul style="list-style-type: none"> • REU Director position description finalized including criteria for expertise in juvenile justice • REU Director position placed in the org structure and FTE funded and approved 	<ul style="list-style-type: none"> • Make data driven decisions effective client services measured with data • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data
The Probation Research and Evaluation Unit will need to have partnerships with external researchers from local	November 2020	<ul style="list-style-type: none"> • The Department will have identified and assigned a minimum of 10-15 employees to the REU 	<ul style="list-style-type: none"> • Funding is budgeted and earmarked for an institutional partner to 	<ul style="list-style-type: none"> • Measure staff performance driven by data and measured with data

DATA/INFORMATION TECHNOLOGY

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
universities and independent research organizations who specialize in various juvenile justice issues. This brings objectivity and credibility to the research, provides technical assistance, and/or peer review of the work completed internally		<ul style="list-style-type: none"> • The Department will have aligned the Department's data collection and reporting processes to research and evaluation needs • The Department will have established a local inter-university consortium to support ongoing research efforts 	<p>support the research needs of the new REU.</p> <ul style="list-style-type: none"> • An MOU or contract between the Department and a university or institutional partner is executed • The university or institution partner is performing research on behalf of the Department. 	<ul style="list-style-type: none"> • Make data driven decisions about budget allocation and organizational structures measured with data • Make data driven changes in practices in order to help promote positive organizational and client-level outcomes measured with data • Improve the Departments efficiency by use of data and measured with data • Department reduction in gaps and redundancies in existing data reports and data fields measured with data • Redesigned Department policies and protocols for data collection measured with data

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Interim step: Adapt interim Mission, Vision, Values (MVV) statements that better reflect the rehabilitative, positive development, and community collaboration approach to probation	<i>(The Dept. reports that a draft MVV is underway. It will be submitted to the Dept's. Executive leadership team for review by August 15, 2019)</i>			
Initiate a collaborative process, including BOS, staff, community and key stakeholders to craft a new Mission, Vision, and Values Statement.	<p>By October 2019: Create and convene workgroup of key stakeholders to develop new permanent MVV statements</p> <p>By January 1, 2020: Workgroup finalizes new permanent MVV statements and submits to Chief PO and/or POC</p>	The creation of a collaborative process among key stakeholders to develop new, permanent MVV statements for the Probation Dept.	Creation of a workgroup made up of key stakeholders to develop new MVV statements; regular convening's of the workgroup; draft versions of the MVV statements; final drafts of MVV statements submitted to Chief PO and/or POC	<p>Creation of new MVV statements Workgroup</p> <p>Workgroup drafts permanent MVV statements for submission to Chief PO and/or POC</p>
Embed Mission and Vision into operations and processes in all documents	March 2020	Publish new MVV statements that reflect a rehabilitative, positive development, and	The new MVV statements are found on all Probation	The Probation Department revises all of its forms, reports, website, and social media to

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
and communicated messages		community collaboration approach to probation and widely distribute and post the statements throughout the department.	forms, reports, website, and social media	include the new MVV statements
Update and/or revise admin documents with Mission and materials: website, job descriptions, performance evaluations, data collection plans, Request for Proposals, evaluations efforts, procurement evaluation criteria, staff trainings	March 2020	The Probation Department saturates its environment with the new MVV statements	The new MVV statements are found on all Probation forms, reports, website, and social media	The Probation Department revises all of its forms, reports, website, and social media to include the new MVV statements
Assess operations and service delivery, redefine the job of a Probation Officer to focus on rehabilitation and referrals, and ensure placements align with the least restrictive setting consistent with public safety and youth development; expand community services and supports.	<p><i>(This recommendation is also in the Community Partnership section)</i></p> <p>By January 30, 2020: New position descriptions drafted</p> <p>By March 1, 2020: New finalized and approved by</p> <p>By September 2020:</p>	The main duties and responsibilities of field based POs become to connect the youth or adults on their caseload to meaningful services and supports in the community.	<ul style="list-style-type: none"> • All agency strategic plans references the Countywide Juvenile Justice Strategic Plan. • Position Description of field based POs are revised to make clear that their main duties and responsibilities are to connect the youth and adults on their case load with meaningful and appropriate services, supports and opportunities in the community; • Field based POs receive annual performance 	<ul style="list-style-type: none"> • All agency strategic plans references the Countywide Juvenile Justice Strategic Plan. • Position Description of POs revised accordingly • Annual performance evaluations of POs primarily address their responsibility of connecting the youth or adults on their caseloads to community services.

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
	All POs trained in new duties		evaluations that primarily based on their work to connect the youth or adults on their caseloads to community services	
Reinvest funds saved from reduced probation populations into community services	<p>By September 2019: Begin tracking/keeping data on the reduction of the probation populations (juvenile facilities, juvenile services, and adult services) through the implementation of all reform measures implemented through the PRIT and other processes;</p> <p>By November 2019: Quantify the amount of funds saved from certain units of probation population reduction (For instance, 100 fewer youth on probation equates to \$2 million in savings or 50 fewer youth in Camps equals \$5 million in</p>	Significant increase in Probation budget dollars being reallocated to community services for youth and adults on probation	<ul style="list-style-type: none"> • Increase amount of funds allocated to the private/public partnership (LH & CCF) the Probation Department developed, to at least 5% of Probation Department budget; • Increase amount of overall funds allocated to community service providers to at least 15% of Probation budget; • Increase in Probation Departments' County General Fund dollars going to community services 	<ul style="list-style-type: none"> • Reorganization of field offices into an "agency model" from a "district model" measured with data • Increase amount of funds allocated to the private/public partnership (LH & CCF) the Probation Department developed; • Increase amount of overall funds allocated to community service providers by Probation • Increase in Probation County General Fund dollars going to community services

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
	<p>savings)</p> <p>By July 2020: Begin reallocating portions of the Probation Dept's County General Fund budget to community services.</p>			
Implement an accountability plan, tied to data driven performance management structure throughout the department to reflect the refined Mission and Vision	<p>By March 2020: The BOS, POC, and/or the Chief PO develop 10 Department-wide key outcome measures that will be the main performance goals for the Department;</p> <p>By May 2020: Expand the ProbStat process and/or POC create a data-driven performance management process that collects data on the 10 key Department-wide outcome measures and conducts a</p>	To have a data-driven performance management process that holds the Probation Department accountable to achieving the new vision and values and the objectives of the PRIT reform plans.	<ul style="list-style-type: none"> • The development of 10 Department-wide key outcome measures that reflect the new MVV statements that will be the main performance goals for the Department; • Through ProbStat and/or a POC process, a data-driven performance management process is launched that collects data on the 10 key Department-wide outcome measures and conducts a quarterly accountability process to review progress toward those 10 main outcomes. 	<ul style="list-style-type: none"> • Development of the 10 Department-wide key outcome measures • The launch of a new or revised data-driven performance management process that holds the Department accountable to achieving the outcomes

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
	quarterly accountability process to review progress toward those 10 main outcomes.			
Implement performance measures for the department, divisions, and units in alignment with Mission, Vision, and Values.	<p>June 2020</p> <p>The Probation Dept. replicate the above process for the entire Department, for at least each division within the Department (juvenile facilities, juvenile probation, and adult probation) or, more in-depth, for every major unit (i.e.: juvenile placement, camps, detention, AB 109, etc.)</p>	The Probation Department replicate the above process that is for the entire Department, for at least each division within the Department (juvenile facilities, juvenile probation, and adult probation) or, more in-depth, for every major unit (i.e.: juvenile placement, camps, detention, AB 109, etc.)	The Probation Department replicate the above process that is for the entire Department, for at least each division within the Department (juvenile facilities, juvenile probation, adult probation) or, more in-depth, for every major unit (i.e.: juvenile placement, camps, detention, AB 109, etc.)	The Probation Department replicate the above process that is for the entire Department, for at least each division within the Department (juvenile facilities, juvenile probation, adult probation) or, more in-depth, for every major unit (i.e.: juvenile placement, camps, detention, AB 109, etc.)
Communicate with frequency and transparency regarding each step: hold regular meetings, submit key performance metrics to BOS, develop quality	By March 1, 2020 : Release a public report on how the Probation Department intends	Key stakeholders and the public in general are regularly informed of the progress of the Probation Department's	<ul style="list-style-type: none"> Public release of initial report on how the Probation Department will implement the reforms identified through the PRIT process 	Quarterly public reports issued by the Probation Department on its progress on the implementation of the reforms

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
assurance/monitoring policies	to implement all of the above measures	implementation of all of the reform measures	(RDA, Hertz, Chodhroff, reports, etc; • Quarterly public reports issued by the Probation Department on its progress on the implementation of the reforms identified through the PRIT process	identified through the PRIT process
Revisit administrative and fiscal structures with accountability structures, to expedite disbursements of funds to communities; be responsible stewards of public funds.	<p>By March 2020: Probation Department commits and is held accountable to disbursing funds allocated to community services in a six-month process from RFP to selection, to fund disbursement;</p> <p>By July 2020: Probation Department fully implements a process where funds allocated to community services are completed in a six-month process from</p>	Funds allocated to community services are disbursed effectively and efficiently	<ul style="list-style-type: none"> • CBOs/vendors selected to provide community services receive initial payment for services no later than six months after the RFP/RFQ is issued for services; • CBOs/vendors selected to provide community services receive initial payment for services within 3 months of being selected by the Department/County 	<ul style="list-style-type: none"> • Reorganization of field offices into an “agency model” from a “district model” measured with data • Time between issuing of RFP and selection of CBOs/vendors to provide community services is reduced; • Time between selection of CBOs/vendors to provide community services and awarding of contracts are reduced; • Time between awarding of contracts to CBOs/vendors and first payments to CBOs are reduced

MISSION, VISION, VALUES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
	RFP to selection, to fund disbursement			

JUVENILE OUTCOMES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
<i>The PRIT recommends the BOS move juvenile services out of the Probation Dept. These recommendations for system-involved youth should apply to the agency the BOS chooses as the responsible agency for youth probation services.</i>				
Connect individual partner plans (as they relate to the prevention and/or rehabilitative intervention services for delinquency—e.g., practice models and agency specific strategic plans) with the Countywide Juvenile Justice Strategic Plan	Spring 2020	County agency strategic plans references and identifies juvenile prevention and/or intervention processes that relate to the Countywide Juvenile Justice Strategic Plan.	<ul style="list-style-type: none"> • Creation of a workgroup within each agency that reviews documents, policies, and strategic plans. • Internal and external documents explicitly identify processes and opportunities that contribute to the goals of the Countywide Juvenile Justice Strategic Plan. 	<ul style="list-style-type: none"> • All agency strategic plans references the Countywide Juvenile Justice Strategic Plan. • Each agency has a documented process for delinquency prevention and/or intervention as well as interagency collaborations.
Connect the Countywide Juvenile Justice Strategic Plan to other critical documents that are related to community wellness and safety but focus on issues beyond delinquency (e.g., systemic problems, child maltreatment, educational success, etc.)	Summer 2020	A shared countywide vision focuses on the needs and risks for families, youth, and children (e.g., primary prevention, secondary prevention, and tertiary prevention by level of risk and needs).	<ul style="list-style-type: none"> • A list of critical documents and workgroups that relate to community wellness and safety. • Stakeholders in these workgroups are informed of the Countywide Juvenile Justice Strategic Plan and given strategies to connect their practices to the Strategic Plan. 	<ul style="list-style-type: none"> • All internal and public documents related to community wellness and safety connect to the Countywide Juvenile Justice Strategic Plan. • Stakeholders that focus on community wellness and safety are trained in the Strategic Plan annually. • Stakeholders have increased knowledge of prevention and intervention services in the County.

JUVENILE OUTCOMES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Present and gain investment in the Countywide Juvenile Justice Strategic Plan across all key partners and identify leaders/champions for the implementation of the plan	Winter 2019	The creation of an interagency and stakeholder body to promote and evaluate initiatives and services that focus on the needs of children, youth and their families.	<ul style="list-style-type: none"> • Creation of an interagency and stakeholder implementation team to achieve the goals of the Strategic Plan. • Existing initiatives and barriers to goal implementation are identified by the implementation team. • Develop a curriculum/training for the Strategic Plan. 	<ul style="list-style-type: none"> • Meet quarterly to evaluate the implementation of the Strategic Plan (e.g., review initiatives, streamline interagency collaboration, troubleshoot service delivery barriers). • Staff and stakeholders have an increase knowledge of the Strategic Plan.
Hold leadership across County agencies accountable for implementing and adhering to the Countywide Juvenile Justice Strategic Plan on an annual basis	Spring 2020	An interagency implementation team will be accountable for implementing and adhering to the Strategic Plan.	<ul style="list-style-type: none"> • Defined roles and responsibilities for individuals and agencies who will be accountable for implementing and adhering to the plan. • Conduct an annual performance evaluation plan to assess the implementation of the Strategic Plan. 	<ul style="list-style-type: none"> • Annual evaluations of each goals stated in the Strategic Plan, including a list of strengths, barriers, and recommendations for achieving goals. • Increase investment and implementation of the Strategic Plan.
Identify and address policies and/or practices across County agencies that distract or become barriers to the implementation of the Countywide Juvenile Justice Strategic Plan	Summer 2020	Implementation team will ensure policies and practices adhere to the goals of the Strategic Plan. Improve service delivery to children, youth, and their families.	<ul style="list-style-type: none"> • Revise policies and documents that do not align with the goals of the Strategic Plan. • Identify effective strategies and services for the implementation of the Strategic Plan and how it can be utilized within and across county agencies. 	<ul style="list-style-type: none"> • Increase interagency collaborations. • Increase access to services • Increase use of promising practices, best practices and evidence-based Programming • Reduce recidivism

JUVENILE OUTCOMES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Establish a method to regularly incorporate the voices of system impacted communities, families, youth, and children in the discussions and recommended reforms of County policies and practices	Ongoing	Families, youth, and children are consistently included as partners in the discussion and recommendations related to system reform, polices, and practices.	<ul style="list-style-type: none"> • Produce a body of voices with a range of experiences (at-risk to system-involved) from children, youth, to families. • Provide incentives for participation and coordinate transportation (as needed) • Outreach to voices of system impacted communities through community forums and relationship-building 	<ul style="list-style-type: none"> • Increase youth and family engagement • Increase satisfaction with the system • Increase communication and opportunities for system feedback
Develop and support flexible funding streams that cross agency boundaries and ensure funding follows and responds to children, youth, and family needs regardless of immigration status	Summer 2020	A flexible funding stream for cross-agency collaborations to ensure children, youth, and family needs are met, including funds to address special circumstances.	<ul style="list-style-type: none"> • A list of funding streams that cross agency boundaries and their eligibility/process for accessing the funds. • Identify needs where funding is limited • Develop new funding streams for special circumstances. 	<ul style="list-style-type: none"> • Increase interagency collaboration • Increase access to services and resources • Reduce recidivism • Increase funds for special circumstances • Reduce barriers to service delivery and coordination
When eligibility criteria cannot be established across agencies, coordinate the use of funding to meet the overall needs of children, youth, and families	Summer 2020	Allow flexible county funds to meet the overall needs of children, youth, and families.	<ul style="list-style-type: none"> • Develop new general funding streams to meet the needs of children, youth, and families • Extend funds to community service providers 	<ul style="list-style-type: none"> • Increase access to services and resources • Increase funding to community partners and stakeholders • Reduce barriers to service delivery and coordination

JUVENILE OUTCOMES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Develop, implement, and sustain a wide array of training to support the Countywide Juvenile Justice Strategic Plan, including multidisciplinary and cross-training curricula and/or opportunities	Fall 2020	A Countywide Juvenile Justice Strategic Plan curriculum for multidisciplinary training in order to strengthen coordination and continued systems improvement.	<ul style="list-style-type: none"> • A curriculum for the Strategic Plan which includes multidisciplinary and cross-training • Curriculum/training to be delivered to each agency and stakeholders who work with children, youth and families 	<ul style="list-style-type: none"> • Staff and stakeholders have an increase knowledge of the Strategic Plan. • Improve interagency collaboration and knowledge of the Strategic Plan. • Increase knowledge of services and access to services. • Increase community partners investment in the Strategic Plan.
Train and incentive staff to (1) meaningfully engage children, youth, and families/caretakers; (2) treating children, youth, and families/caretakers with dignity and respect; and (3) building trust by demonstrating integrity in all their actions	January 2020	Train staff using best practices to improve children, youth, and family wellness and community safety.	<ul style="list-style-type: none"> • Regular staff training on client engagement using promising practices, best practices and evidence-based programming • Skills reinforced via ongoing training, professional guidance. and incentive/rewards systems • Staff performance measures related to client engagement 	<ul style="list-style-type: none"> • Increase use of promising practices, best practices and evidence-based programming • Improve staff retention and satisfaction • Increase staff's level of engagement with clients
Incentivize county and city agencies to work in close partnership with the community and key stakeholders to establish consistent and positive support system for the children, youth, and family	Spring 2020	Improve service delivery and focus on the well-being of children, youth, and family.	<ul style="list-style-type: none"> • Key stakeholders to deliver a continuum of delinquency prevention and/or intervention services. • Contractor agreement include ongoing training, funds, data reporting requirements, and performance evaluations. • Form opportunities for partnerships between agencies, community stakeholders, and children, youth, and families. 	<ul style="list-style-type: none"> • Increase agency investment in the Strategic Plan • Increase community partners investment in the Strategic Plan. • Increase funding to community partners and stakeholder • Reduce barriers to service delivery and coordination • Improve client satisfaction

JUVENILE OUTCOMES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Provide pathways to support the self-sufficiency of children, youth, and families—teach families how to access services and address needs without the necessity of government intervention	Fall 2019	Expand efforts to focus on delinquency prevention and use of skill-based programming	<ul style="list-style-type: none"> • Outreach to communities, • Participate in resource fairs • Lead skill-based training: provided to schools, city/county entities, and/or community-based providers 	<ul style="list-style-type: none"> • 15 skill-based training to community providers or (e.g., trainings in schools) or participation in resource fairs • Increase community partners investment in the Strategic Plan • Reduce recidivism • Reduce problem behaviors over time
Give authority to the County based coordinating body to (see Goal 1) to monitor progress on the Countywide Juvenile Justice Strategic Plan and hold County agencies (and other key partners as appropriate) accountable for implementing and adhering to the Strategic Plan	Immediately	Ensure County agencies adhere to the Strategic Plan through transparency.	Ongoing progress reports to assess the implementation of the Strategic Plan.	<ul style="list-style-type: none"> • Quarterly progress reports based on the strengths and limitations of the Strategic Plan goal implementation. • Increase investment and implementation of the Strategic Plan.
Develop a clear, multisystem data linkage and sharing plan that would operate as a single, coordinated system-this should include agencies such as: DCFS; DPSS; DMH; DPH; OHS; Probation; LACOE; and school districts	Winter 2021	Build an effective data infrastructure that captures the quality and quantity of practices and services delivered by county agencies.	<ul style="list-style-type: none"> • Evaluate data infrastructure across all coordinating systems and possibility of an integrated data system. At minimal, develop data sharing agreements between agencies. • Report on a list of critical data for cross-agency sharing 	<ul style="list-style-type: none"> • Reduce barriers to service delivery • Increase interagency collaboration and coordination • Reduce and monitor needs/problem behaviors over time

JUVENILE OUTCOMES				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
All community-based service providers who provide services to Probation children, youth, and families should be held accountable for the services they provide and the impact of those services on outcomes	Ongoing	Programs are implemented consistently and resources are invested in programs with improved outcomes.	<ul style="list-style-type: none"> Community-based service providers are contracted by the Probation Department to deliver services. Agreements include regular reporting of outcomes related to their work. Contractors to use a continuum of promising practices, best practices, and evidence-based programs. 	<ul style="list-style-type: none"> Reduce barriers to service delivery. Increase use of promising practices, best practices, and evidence-based programs. Regular reporting of outcomes by client Quarterly performance evaluations of provider services
Annually produce a summary of all juvenile justice funds across stakeholders and how funds were expended to support the Countywide Juvenile Justice Strategic Plan	July 2020	Funds allocated to county agencies and stakeholders are used effectively and efficiently, specifically funds are allocated when it aligns with the goals of the Countywide Juvenile Justice Strategic Plan.	A list of funding streams and funds dispersed to Probation contractors.	Annual expenditure of juvenile justice funds.
Annually produce a list of outcomes related to the Countywide Juvenile Justice Strategic Plan	July 2020	Use of data to ensure system transparency, accountability, and data-driven decision-making.	<ul style="list-style-type: none"> Produce a list of outcomes that are tied to Strategic Plan goals (i.e., outcomes tied to improved well-being and reduction of problem behaviors over time and separate measures for assessing interagency coordination). Assess the feasibility to capture data in existing data infrastructures and report the limitations. 	<ul style="list-style-type: none"> Annual report of the outcomes related to the Juvenile Justice Strategic Plan Recommendations to improve the following year.

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Align job descriptions, hiring practices, accountability, performance management structures and training programs for staff development with the Mission, Vision and Values statements	July 2020	<ul style="list-style-type: none"> • New MVV statements appear on all job descriptions, training programs, etc. throughout the Department (March 1, 2020). • Attract and hire high quality candidates. Focus on client services/evidence based practice (April 1, 2020). • Establish MOU's w/ colleges and universities for field placements (students in social work, human services, and criminal justice) to increase the applicant pool. (July 1, 2020) 	<ul style="list-style-type: none"> • All Probation Department job descriptions, recruitment material, social media, training material, and all public relations material and tools include the new MVV statements. • A MOU is executed between the Probation Department and/or the County HR Department with a university or universities, that directly relate to the recruitment of new staff for the Probation Department that match the Department's new recruitment priorities. Those MOUs include the new MVV statements. 	<ul style="list-style-type: none"> • Improved employee morale • Reduction in unfilled positions; reduced employee timeout on sick leave
Job descriptions should emphasize client well-being, principles of social and correctional case work, evidence-based supervision practices and community engagement rather than law enforcement and public safety	March 2020	<ul style="list-style-type: none"> • Restorative and rehabilitative focus • Case Management Approach • Strengths-Based Assessments • Help identify ideal probation officers • Recruit most qualified candidates 	The Probation Department revise job announcements and job descriptions/specs to emphasize Department goals of client well-being, principles of social and correctional case work, evidence-based supervision practices and community engagement	Reduced use of out of home placement; less violations for clients; reduced recidivism rates; increase in family engagement

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Recruitment practices should target a wide range of qualified candidates, background checks must balance liability with flexible timelines required to successfully hire the most qualified candidates	April 2020	<ul style="list-style-type: none"> • Efficient hiring and on-boarding of qualified candidates • Increased diversity and representation across disciplines 	On average, within four months from when a recruitment is posted/is opened at the Probation Department, a highly qualified candidate is selected and begin working in the position (or begin employment and is in training)	Reduced cost of onboarding a new employee; reduction in unfilled positions; improved employee morale
Training should be formally evaluated internally or externally to ensure relevance, quality, evidence-based practices, and fidelity	June 2020	<ul style="list-style-type: none"> • Well trained professionals • Accountability to adherence to the Mission, Vision, and Values • Transparency • Create consistency across facilities 	<ul style="list-style-type: none"> • The Probation Department has implemented a process by which formal evaluation is conducted on all trainings evidenced by evaluation reports on all trainings. • If the Department engages external evaluators, a contract is established between the County and a qualified evaluator 	Greater employee satisfaction; reduction in on-the-job injuries; reduction in use of force incidents; reduction in recidivism
Hiring, promoting and retaining should be based on merit, competitive oral and or written examinations and experience. Education: Most states and the American Correctional Association require a Bachelor's degree.	March 2020	<ul style="list-style-type: none"> • Ensuring the highest and best use principle to promoting the most qualified candidate • Building personnel loyalty • Encouraging performance based rewards • Increasing staff relatability and understanding • Promote diversity in workforce 	Personnel files of Probation Department hires and promotions include documentation of appropriate explanation of how the candidate had the best experience, education, and ability to earn the	Greater staff retention; reduction in unfilled positions; greater employee morale; reduced cost in employment recruiting; reduced recidivism rates

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Experience: Former clients and others with lived system experience should be viewed as valuable hires			position that is not based on seniority only.	
All probation officers should be trained prior to supervising any clients with ongoing training to ensure basic skill sets	April 2020	<ul style="list-style-type: none"> • Well trained professionals • Understanding of trauma-informed practices, youth development, restorative practices, and de-escalation tactics • Ensure employee safety 	All Probation Officers and Detention staff have documented proof in their personnel files or LMS that they have completed training on their assignments and on youth development	Reduction in on-the-job injuries; reduction in use of force incidents; better employee-client communication; reduction in recidivism
Promotions should occur when staff performance aligns with the Mission, Vision and Values statements	June 2020	<ul style="list-style-type: none"> • Ensuring the highest and best-use principle to promoting the most qualified candidates • Building personnel loyalty • Encouraging performance based rewards • Increasing staff relatability and understanding 	Personnel files of Probation Department promotions include documentation of appropriate explanation of how the candidate had the best experience, education, and adherence to the Department's new MVV.	Greater staff retention; reduction in unfilled positions; greater employee morale; reduced cost in employment recruiting; reduced recidivism rates
Implement performance management standards, track how well performance aligns with the Mission, Vision, Values including to reduce recidivism and promote well-being	July 2020		<ul style="list-style-type: none"> • The Probation Department implements a performance management system that evaluates all staff with criteria that coincides with the new MVV • 85% of all Probation staff receive an annual performance evaluation that includes criteria that 	Greater staff retention; reduction in unfilled positions; greater employee morale; reduced cost in employment recruiting; reduced recidivism rates

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
			coincides with the new MVV	
Client-level data systems: Track client needs, case plans, progress toward case goals and client outcomes	August 2020		The Probation Department implements a data/info-management system that tracks youth and adults on probation caseloads, including: client needs, client case plans, client progress toward case goals and client outcomes	Greater employee satisfaction; reduction in recidivism, measured with data
Staff assessment, reward and promotion standards to include: Communication skills, problem solving, initiative and commitment to Mission, time spent targeting criminogenic needs, connecting clients to services, supports and opportunities, consistent use of reward systems with probationers and sanctions for set-backs	December 2020	<ul style="list-style-type: none"> • Transparent promotional practices • Greater communication of duties for employees • Encouraging use of training and best practices • Fair employee promotional/rewards practices 	<ul style="list-style-type: none"> • All Probation Department receive annual performance evaluations that include assessments on each staff person's: communication skills, problem solving, initiative and commitment to the new Mission. • For client serving staff, performance evaluation field include: time spent targeting criminogenic needs; connecting clients to services, supports and opportunities; consistent use of reward systems with probationers and sanctions for set-backs. • All promotions made within the Probation Department document 	Greater employee satisfaction; reduction in recidivism; greater employee morale; reduction in clients on probation; reduction in use of out-of-home placements

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
			how the successful candidate was highly qualified in the fields covered in the above two bullets.	
Improve recruitment and hiring practices necessary to attract and hire high quality candidates' a. establish a recruitment unit to lead efforts and coordinate with HR and background investigations to ensure consistent communication. b. revise job descriptions to focus on client services, evidence based practices, communication skills and use of data	March 2020	<ul style="list-style-type: none"> • Attract and hire high quality candidates • Reduce confusion and time delays in hiring practices • Reduction of outdated practices • Reliable use of data for better outcomes • Focus on hiring practices • Consistent recruiting strategies 	<ul style="list-style-type: none"> • The Probation Department create an internal Recruitment Unit responsible for increasing hiring that targets highly qualified candidates with new criteria listed in above areas, including: client well-being, principles of social and correctional case work, evidence-based supervision practices and community engagement. • Job descriptions addressed in other parts of this report 	Reduction in recidivism; greater communication between staff and clients; reduction in racial and ethnic disparities; reduction in out-of-home placements; fewer violations by clients
Renegotiate agreement with AFSCME 685 bargaining unit, to address staffing, training: (a) restore the department's ability to transfer staff to lateral positions to meet the needs of the dept./clients (b) eliminate the 56hr work week (c) make changes to the DSP/DPO hierarchy and	Immediately	<ul style="list-style-type: none"> • Attract and hire high quality candidates • Reduce the amount of overtime • Encourage performance based promoting/rewards • Reduce burnout of employees • Retain staff 	The Probation Department enter a new contract/CBA with AFSCME 685 that allows for the Department to transfer staff to lateral positions to meet the needs of the Department and clients; eliminates the 56 hour work week for detention staff; and allows the Department to promote the most qualified candidates within	Reduction in unfilled positions; reduction in overtime pay; increased moral within the department; increased staff wellness

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
process (d) allow the dept. to promote the most qualified candidates within a civil service band instead of mandating promotion			a civil service band, not based on seniority only.	
Commission a workload study to determine staffing needs, support the most appropriate distribution of staff across units/divisions	March 2020	<ul style="list-style-type: none"> • Equitable distribution of workloads • Align with best practices • Reduce use of overtime • Better communication between clients and staff • Reduce operational stressors 	<ul style="list-style-type: none"> • Contract with a qualified entity to conduct a Department wide workload study that assesses staffing needs, appropriate staffing levels, and workload distribution among positions. • The Work Load Study is completed and delivered to the Department, the POC, and the BOS. 	Greater employee satisfaction; greater staff retention; reduction in the amount of unfilled positions; reduction in supervised population
Make additional changes in approach to and provision of training by establishing policies that require training in new functions prior to starting a new position; developing a training institute similar to the Inter-university Consortium at LA County DCFS; establishing a leadership institute to continue to develop senior and middle mgmt.; and increasing the number of	August 2020 <i>(The PRIT recommends moving youth services out of the Probation Department. Any metrics related to youth in this recommendation should be binding on the new agency responsible for services to youth on probation).</i>	<ul style="list-style-type: none"> • Mitigate negative impacts of work stress • Provide professional guidance on duties • Operate quality facilities and provide exceptional service to clients • Help develop quality relationships with clients • Ensure client and staff safety • Identify future leaders within the department 	<ul style="list-style-type: none"> • The Probation Department create a new internal Training Institute similar to the Inter-university Consortium at LA County DCFS or partner with DCFS to expand its institute to include Probation. • Included in the Training Institute is a leadership development division that focuses on the training and development of senior and middle management within the Probation Department. 	Increased staff morale; increased staff retention; reduction in the amount of unfilled positions; reduction in use of force incidents; reduced use of out-of-home placement; reduction in recidivism

STAFFING, TRAINING, HIRING, (Technical Support/Coaching)				
Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
trainings in client well-being topics such as trauma informed care, positive youth development, and technical functions such as data entry and interpretation			<ul style="list-style-type: none"> • Provide staff training on trauma informed care, positive youth development, and other technical functions such as data entry and analysis • 85% of all Probation staff trained in trauma-informed care and positive youth development 	

STRUCTURED DECISION MAKING

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Adopt risk-based, supervision-based validated risk assessment tools and graduated responses to compliance and violations	Fall 2019 <i>(The PRIT recommends moving youth services out of the Probation Dept. As such, any deadlines related to youth case management herein are meant to apply to the agency that becomes responsible for providing these services).</i>	<ul style="list-style-type: none"> • Use of detention only as a last resort • Consistency and equity in detention of youth • Efficiency in allocating resources • Increase in public safety • Increased well-being of youth 	<ul style="list-style-type: none"> • Assessment of use of, and fidelity to, a validated risk assessment tool is conducted. • Measures to increase fidelity to validated risk assessment tool are developed and implemented. 	<ul style="list-style-type: none"> • Few and only appropriate youth detained • Reduced disparity in youth detained • Validated risk assessment tool is used with fidelity for all youth • Probation resources more efficiently focused on highest risk youth
Limit DPO's ability to override the recommendations of these tools by requiring supervisor review and approval for most overrides and all recommendations for return to custody for supervision violations	Winter 2019	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and adults on probation • Consistency and equity in probation supervision of youth and adult • Efficiency in allocating resources • Increased public safety • Increased well-being of youth and adults 	Protocols for reviewing and requiring supervisor review and approval of most DPO overrides in the application of all SDM tool use are developed and applied.	<ul style="list-style-type: none"> • Low-risk youth/adults are not actively supervised and mid-to-high risk youth/adults are supervised proportionately. • Assessments are used with fidelity for all youth and adults on probation • Youth and adults are receiving appropriate, effective supervision and services. • Probation resources are more efficiently focused based on the level of need and risk of youth and adults on probation

STRUCTURED DECISION MAKING

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Incorporate tools into electronic client data management systems; ensure their use is built into DPO training and job descriptions	Winter 2020	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and adults on probation • Consistency and equity in probation supervision of youth and adults • Efficiency in allocating resources • Increased public safety • Increased well-being of youth and adults 	<ul style="list-style-type: none"> • DPO job descriptions incorporate use of new tools • DPO trainings incorporate use of new tools 	<ul style="list-style-type: none"> • Assessments are used with fidelity for all youth and adults on probation • Youth and adults are receiving appropriate, effective supervision and services. • Probation resources are more efficiently focused based on the level of need and risk of youth and adults on probation
Incorporate tools into improved data system and create a dashboard that managers can easily view to ensure adherence	Spring 2020	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and adults on probation • Consistency and equity in probation supervision of youth and adults • Efficiency in allocating resources • Increased public safety • Increased well-being of youth and adults 	<ul style="list-style-type: none"> • Tools are incorporated into electronic client data management systems • DPOs use tools through data management systems to facilitate decisions at all stages of probation processing of youth and adults • Managers review data management systems to ensure DPO adherence to the tools 	<ul style="list-style-type: none"> • Assessments are used with fidelity for all youth and adults on probation • Youth and adults are receiving appropriate, effective supervision and services. • Probation resources are more efficiently focused based on the level of need and risk of youth and adults on probation

STRUCTURED DECISION MAKING

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Implement SDM and begin with the juvenile dispositional matrix, and implement a post-adjudication risk assessment	Winter 2020	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and their families • Consistency and equity in disposition and case-planning for youth • Efficiency in allocating resources • Increase in public safety • Increased well-being of youth 	<ul style="list-style-type: none"> • Validated post-adjudication risk/resiliency assessment is procured and implemented. • Dispositions and case plans are determined using the assessment in conjunction with the juvenile disposition matrix developed by RDA. • Case plans and services are determined and implemented for all youth on probation. 	<ul style="list-style-type: none"> • Low-risk youth are not actively supervised and mid-to-high risk youth are supervised proportionately. • Assessments and disposition matrix are used with fidelity for all youth on probation • Youth are receiving appropriate, effective supervision and services. • Probation resources are more efficiently focused based on the level of need and risk of youth on probation

STRUCTURED DECISION MAKING

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
Identify and adopt all standard, evidence-based structured decision-making tools including: a validated post-adjudication risk and needs assessment for youth, dispositional matrix for youth (developed by RDA), graduated response matrices for youth and adults, eliminate the pre-adjudication pre-plea report	Winter 2019	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and their families • Consistency and equity in disposition and case-planning for youth and adults • Efficiency in allocating resources • Increase in public safety • Increased well-being of youth 	<ul style="list-style-type: none"> • Validated post-adjudication risk/resiliency assessment is procured and implemented. • Dispositions and case plans are determined through the use of the assessment in conjunction with the juvenile disposition matrix developed by RDA. • Case plans and services are determined and implemented for all youth on probation. • Graduated response matrices is developed and implemented. • Pre-plea report is eliminated. 	<ul style="list-style-type: none"> • The Department will have established an internal Research and Evaluation Unit (REU) • Low-risk youth are not actively supervised and mid-to-high risk youth are supervised proportionately. • Assessments and disposition matrix are used with fidelity for all youth on probation • Youth and adults are receiving appropriate, effective supervision and services. • Sanctions used are immediate and proportionate to the violation and history of prior compliance/violations. • Appropriate incentives are used to increase success of probation. • Probation resources are more efficiently focused based on the level of need and risk of youth and adults on probation

STRUCTURED DECISION MAKING

Reform Recommendations	Timelines (complete by)	Specific Desired Outcomes	Metrics	Key Performance Indicators
<p>Reduce contact with low risk clients and those demonstrating success in complying with their supervision terms: (RDA) a. end probation services to at risk youth currently serviced via WIC 236</p> <p>b. do not actively supervise any juvenile or adult client assessed as low risk</p>	Immediate	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and their families • Consistency and equity in disposition and case-planning for youth • Efficiency in allocating resources • Increase in public safety • Increased well-being of youth 	Weekly report on the number of youth under probation supervision and services under WIC 236, until the number is 0.	<ul style="list-style-type: none"> • Low-risk youth are not actively supervised • Youth are receiving appropriate, effective supervision and services. • Probation resources more efficiently focused based on the level of need and risk of youth on probation
<p>Reduce supervision terms for successful youth and adult clients: stepping down supervision from active to banked caseloads after a year of compliance and achievement of case plan goals; working with the Court to establish criteria for early termination</p>	Spring 2020	<ul style="list-style-type: none"> • Increased efficacy in service delivery to youth and adults on probation • Consistency and equity in probation supervision of youth and adults • Efficiency in allocating resources • Increased public safety • Increased well-being of youth and adults 	Graduated response matrices is developed and implemented.	<ul style="list-style-type: none"> • Sanctions used are immediate and proportionate to the violation and history of prior compliance/violations. • Appropriate incentives are used to increase success of probation. • Probation supervision is more successful and shorter in duration for youth and adults.



Los Angeles County

PROBATION REFORM AND IMPLEMENTATION TEAM

**Proposed Authority and Structure for the
Probation Oversight Commission in Los Angeles County**

Submitted to the Los Angeles County Board of Supervisors

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Executive Summary

There is widespread consensus that the Los Angeles County Probation Department is in dire need of oversight. In response, the Los Angeles County Board of Supervisors (BOS) created the Probation Reform and Implementation Team (PRIT) to establish the only civilian oversight body for a Probation Department in the United States. This document articulates a mission for the Probation Oversight Commission (POC) and a prescription for authorities and staffing necessary for transformational oversight.

The PRIT concluded that the following elements were necessary for an authentic and robust oversight body:

- 1) Advise BOS and Probation Department** – The POC’s principal duties are to advise the Board of Supervisors and the Probation Department and to monitor the Department’s progress on systemic reform on behalf of the Board. Fundamental to this advisory role of the POC is:
 - 1) the authority and duty to review departmental leadership, policies, procedures, practices and workplace culture; 2) the ability to engage the advice of appropriate subject matter experts; and 3) transparency about the recommendations to and decisions by the BOS and Probation Department.
- 2) Policy and Practice Review and Assessments** – The authority and duty to advise the BOS and Probation Department requires robust policy and practice reviews and assessments. To that end, reviews and assessments shall:
 - 1) address wide-ranging matters that affect the well-being of both staff and youth and adults under the care and supervision of the Probation Department; 2) employ a multilayered approach consisting of POC internal research, fact gathering, public testimony and presentations by the Probation Department and any other relevant source of information; and 3) provide a public report-back on any matter placed on the POC agenda by the POC or the Board for assessment or review.
- 3) Inspections** - The Probation Department has the grave responsibility of ensuring the physical safety and welfare of youth and adults in its custody, so it is vital that the POC closely monitor the conditions of confinement and the quality of treatment and programming offered to probationers. To facilitate

robust monitoring of locked facilities, inspections must be unfettered, unannounced, and reported publicly.

- 4) **Investigations** – A hallmark of effective oversight is the authority to conduct robust, independent investigations of matters deemed material to the POC. For a fully functional POC, it is equally vital that the POC:

1) monitor investigations on all critical matters brought to its attention; 2) have internal, independent capacity to ensure that all matters are appropriately and fully investigated, and 3) partner with the LA County Office of the Inspector General (OIG) in matters that implicate information not suitable for a Brown Act body to consider.

- 5) **Independent Grievance Procedure** – The POC shall serve as the site of an independent grievance process that is safe, confidential, and responsive for youth and adults under probation supervision, in or out of custody. Nationally recommended best practices, as well as investigations and testimonies about the methods currently administered within the Probation Department for the collection of grievances inside the halls and camps indicate that a meaningful grievance procedure *should not* be administered within the Probation Department alone.

- 6) **Power to Compel** – In order to effectively meet the mandates articulated by the BOS, and to effectuate the authorities and duties outlined above, the POC must have: 1) broad access to discover an expansive scope of documents, data, real evidence and direct testimony-subject to any existing laws; and 2) subpoena power as the only swift, fair and reliable mechanism to ensure the Department complies with information requests in a timely and good faith manner.

- 7) **Public Reporting and Meetings** – Public accountability and transparency are critical features of all oversight models reviewed by the PRIT. Robust public engagement is central to meaningful oversight and critical to delivering genuine transparency and accountability. Thus, it is vital to:

1) provide the public regular and timely reports on the systems, policies and practices of the Probation Department, and 2) facilitate a public meeting process to ensure the community understands and plays a vital role in informing and providing accountability for matters before the oversight body, and 3) provide a forum to increase public literacy on the functioning of the Department and for Probation labor representatives and staff to raise awareness about issues and innovations undertaken with administrators and

any critical gaps in accountability structures, training, or system-wide policy implementation.

- 8) **Public Engagement** – A meaningful, robust and ongoing relationship with the community is critical to both an authentic reform path as well as maintaining a highly functioning Probation Department that well-serves and inspires trust by the community. Per the Board’s directive, the POC serves as “liaison between the department and the community” and shall have the authority to establish a community engagement substructure to fulfill that role.
- 9) **Composition** – The POC’s composition must represent both subject matter expertise and community wisdom. The POC shall consist of 9 members, 5 appointed by the Supervisors and 4 ‘at large’ members, selected by the Supervisorial appointees to balance the skills on the body and reduce delays. Commissioners will be selected using strict criteria that includes expertise in youth development, adult and juvenile justice, and reflects the diversity of the County. All Commissioners shall participate in ongoing training on critical topics, such as adverse childhood experiences (ACE), trauma-informed practices, the use of force, custody regulations, mental health issues, and juvenile justice best practices.
- 10) **Miscellaneous Provisions** – The POC shall rely on a robust, professionalized staffing structure that reflects best practices in civilian oversight, comply with all laws, conduct a self-evaluation, produce an annual report, and offer modest compensation to Commissioners for costs associated with their voluntary service.

I. Introduction

There is widespread consensus that the Los Angeles County Probation Department is in dire need of oversight. In response, the Los Angeles County Board of Supervisors created the Probation Reform and Implementation Team (PRIT) to establish the only civilian oversight body for a Probation Department in the United States. This document articulates a mission for the Probation Oversight Commission (POC) and a prescription for authorities and staffing necessary for transformational oversight.¹

The PRIT reviewed hundreds of documents including, but not limited to, existing recommendations by previous working groups² and a comprehensive survey of national oversight organizations, in search of best practices.³ In addition, the PRIT met with and interviewed members of the current Probation Commission, the Office of the Inspector General (OIG) and the LA County Sheriff's Civilian Oversight Commission (COC). During a public hearing on October 25, 2018, the PRIT heard testimony from: Brian Williams - Executive Director, Sheriff Civilian Oversight Commission; Max Huntsman - LA County Inspector General; Mark Smith - City of Los Angeles Police Commission Inspector General; and Patricia Soung - Director of Youth Justice Policy and Senior Staff Attorney, Children's Defense Fund-CA. The PRIT held a public meeting on the composition of the POC and the criteria for commissioners on February 13, 2019. The COC Executive Director and two COC commissioners, Loyola Law Professors Priscilla Ocen and Sean Kennedy, presented testimony at this meeting regarding their experience on the COC, the advantages and limitations of its existing powers, Commissioner selection processes and criteria, and current and ideal staffing structures.⁴

Additional public meetings regarding the Powers of the POC were held on September 25th (POC Mission Statement and Community Engagement Mandate), December 12, 2018 (Complaints and Inspections), November 14, 2018

¹ Where there was not consensus within the PRIT on specific elements of an oversight body, the positions of voting members are noted in the document, with their competing rationale.

² See, *Report for the County of Los Angeles Board of Supervisors Recommendations for the Establishment of a Civilian Probation Oversight Commission*, Probation Oversight Commission Working Group (Dec. 2016).

³ See, *National Association of Civilian Oversight of Law Enforcement* (<https://www.nacole.org/>).

⁴ This and all PRIT meetings were streamed live and archived for public view at the PRIT Facebook page at: <https://www.facebook.com/lacountyprit/videos/553222788521070/>

(Stewardship over Public Funds and Services), and April 17, 2019 (Grievances/Complaints and Budget Monitoring/Compliance. Public comment was invited and recorded by the PRIT staff at each meeting. Additional public input was collected through the PRIT's social media platforms and e-mail submissions to the PRIT.

II. The Need

Our research on oversight best practices reveals major structural deficits in the system of departmental governance that has evolved in Los Angeles County. Notably, Los Angeles County relies on a probation oversight model conceived and implemented near the turn of the 20th century.⁵ The earliest iteration of the Probation Department had fewer than 17 probation officers with a Chief who earned \$175/year.⁶ This stands in stark contrast with today's department, employing over 6,500 full time employees, involving multiple public and private partnerships, and a budget that exceeds \$1 billion. The Probation Department of 2019 presents a massive oversight challenge, as its charge and bureaucracy are infinitely more complex than the Probation Department of 1904.

Beyond institutional complexity, the PRIT process has revealed profound challenges that a future POC and reform process must address: sharp public mistrust of the Department, a failure in stewardship of public funds, and dysfunctional relationships between the unions, management and the populations they are paid to serve, to name a few.⁷ The following recommendations reflect the PRIT's assessment of the complexity of the oversight problems and the failures of the status quo model to effectively guide the Department successfully into the new century.⁸

⁵ See, ACLU, Children's Defense Fund California, Urban Peace Institute, Anti-Recidivism Coalition, Youth Justice Coalition LA, Arts for Incarcerated Youth Network, Brotherhood Crusade, Inner City Struggle, and Public Counsel, *Robust Independent Oversight of the Los Angeles County Probation Department: A Historical Legacy* [A Coalition White Paper] (2018).

⁶ See, <https://probation.lacounty.gov/history/>

⁷ Video recordings of public testimony and subject matter expert input revealing the magnitude of these concerns throughout 12 public meetings convened by the PRIT from August 2018 to May 2019 are available at: <https://www.facebook.com/lacountypritch/videos/553222788521070/>
See also: <https://www.latimes.com/local/countygovernment/la-me-jvenile-halls-chaos-pepper-spray-detention-probation-20190519-story.html>

⁸ Recognizing that certain terms have official or unofficial connotations, please see Appendix "A," which articulates the specific definitions adopted by the PRIT for the purposes of this document and the accompanying ordinances.

In drafting this document as well as the accompanying organizational chart,⁹ the PRIT was mindful not to replicate the work of any County departments whose duties could overlap with the charge laid out in the following pages for the POC. Instead, the PRIT seeks to complement existing County capacity to actualize the Board's vision of a new model for truly independent oversight focused, and singularly committed to, improving the core competencies of the Probation Department.

The failure of the status quo model of oversight has led to a series of tragic consequences. For example, despite the intervention of the United States Justice Department and a six-year consent decree starting in 2008, the Department remains mired in controversy.¹⁰ It suffers from a dysfunctional culture resulting in repeated litigation, including convictions and settlements for allegations of criminal behavior ranging from sexual assaults of youth by staff while in custody,¹¹ physical beatings,¹² and the misuse of Oleoresin Capsicum (OC) spray in detention facilities.¹³

Finally, the PRIT is cognizant of the potential costs associated with a robust oversight entity. However, it is important to note that, increasingly, civilian oversight is not an anomaly, it is the norm. It is instructive to consider the size of the department the POC is charged with overseeing. Los Angeles is the most populous county in the United States and more populous than 41 other states. The Los Angeles County Probation Department is the largest in the United States. A survey of oversight models revealed those with strong oversight have staffing ratios of 15 to 20 oversight staff for every 1000 departmental staff overseen. Using simple proportionality as a guide suggests a similarly staffed oversight body in Los Angeles would have 97-130 employees. The accompanying organizational chart and staffing structure contemplate approximately 20 positions within the POC, as a point of departure for meaningful and robust oversight.¹⁴

⁹ See Appendix B: Proposed Organizational Chart for the Probation Oversight Commission and Appendix C: Proposed Staffing within the OIG to Support Probation Oversight.

¹⁰ <https://www.latimes.com/local/lanow/la-me-county-juvenile-detention-reform-20190211-story.html>

¹¹ <https://www.latimes.com/local/lanow/la-me-ln-probation-officer-sexual-assault-20170920-story.html>

¹² <https://www.latimes.com/local/lanow/la-me-ln-probation-officer-charged-beatings-20170316-story.html>

¹³ <https://www.documentcloud.org/documents/5724228-Pepper-spray-use-in-L-A-County-juvenile.html>

¹⁴ See Appendix B: Proposed Organizational Chart for the POC.

IV. Probation Oversight Commission Mission Statement

The mission of the Probation Oversight Commission is to re-imagine probation services in the County of Los Angeles to achieve accountability, transparency, and healing of the people served by and working for the Probation Department. The POC creates pathways for community engagement to foster trust between the community and the Probation Department. The POC ensures adherence to the highest ethics and the proper stewardship of public funds to support Probation in achieving the best outcomes for youth and adults on Probation.

V. Proposed Powers and Authority

- 1) Advise BOS and Probation Department** – As directed by the May 1, 2018, BOS motion and Chief Executive Office's (CEO) report back of April 9, 2018, the POC's principal duties are to advise the Board of Supervisors and the Probation Department and to monitor the Department's progress on systemic reform on behalf of the Board.

Fundamental to this advisory role of the POC is: 1) the authority and duty to review departmental leadership, policies, procedures, practices and workplace culture; 2) the ability to engage the advice of appropriate subject matter experts; and 3) transparency about the recommendations to and decisions by the BOS and Probation Department.

To enable the POC to meet the charge articulated by the BOS motion:

- i.) The POC shall advise both the Probation Department and the BOS regarding the following matters:
 - a) The Probation Department's operational policies and procedures,
 - b) The Probation Department's progress toward meeting the targets in the systemic reform plan elaborated by the PRIT, as adopted by the BOS,
 - c) The Board's recruitment and vetting process for the Probation Chief,
 - d) Any issues deemed material by the Executive Director or a quorum of the POC Commissioners.
- ii.) In order to effectively advise the BOS and Probation Department, and as deemed necessary by the Executive Director, the POC shall be staffed with the appropriate subject matter experts, employ consultants and/or experts in any subject matter area, subcontract with non-profit organizations where the organizational structure lacks the capacity or expertise to carry out the mission of the POC.

iii.)Where the POC recommends a policy, protocol or system change rejected in whole or in part by the Probation Department, the department will report-back to the POC and the BOS on the rationale for declining the recommendation.

2) Policy and Practice Review and Assessments – The authority and duty to advise the BOS and Probation Department requires robust policy and practice reviews and assessments. To that end, reviews and assessments shall: 1) address wide-ranging matters that affect the well-being of staff, youth, and adults under the care and supervision of the probation department; 2) employ a multilayered approach consisting of POC internal research, fact gathering, public testimony and presentations by the Probation Department and any other relevant source of information; and 3) provide a public report back on any matter placed on the POC agenda by the POC for assessment or review.

i.) Systems and Policy Reviews

- a) The POC shall have the authority to review any Probation Department system, policy or protocol. Information deemed necessary by the POC to complete policy reviews shall be provided within 30 calendar days following a request by the POC.
- b) Pursuant to the powers to compel in WIC§229,¹⁵ the POC shall have the authority to compel production of documents deemed necessary to complete any audit or review.¹⁶

¹⁵ Conflicting legal analyses exist about whether the power to compel testimony and complete access to data applies to LA County’s probation oversight bodies. The PRIT acknowledges Los Angeles County Counsel’s opinion that the provisions in the California Welfare and Institutions Code would not endow the Probation Oversight Commission with the ability to compel the attendance of witnesses or evidence. However, the PRIT has adopted a reading of the Code which is consistent with the California State Legislative Counsel’s opinion of 2006 indicating the contrary. In addition, the PRIT is compelled that the meticulously researched historical record submitted by the ACLU, Children’s Defense Fund California, Urban Peace Institute, Anti-Recidivism Coalition, Youth Justice Coalition LA, Arts for Incarcerated Youth Network, Brotherhood Crusade, Inner City Struggle and Public Counsel in *Robust Independent Oversight of the Los Angeles County Probation Department: A Historical Legacy* [A Coalition White Paper] (2018) supports the Legislative Counsel’s legal opinion. The PRIT also recognizes that despite differing interpretations of the law, the POC and Probation Department must have a collaborative relationship. Accordingly, the PRIT notes the testimony of the LAPD Police Commission Inspector General at the Oct 25th PRIT meeting, which indicated that, while that body is vested with subpoena power, it has never exercised it because it appears to act as an incentive for cooperation.

¹⁶ The appointee from the 5th district does not support the inclusion of the power to compel as articulated here. The appointee concurs with Los Angeles County Counsel’s opinion that the provisions of the California Welfare and Institution’s Code would not endow the Probation

- c) Upon completion of any assessment or review, the POC shall provide public reports and/or recommendations to the BOS, the Probation Department and the community at large.
- ii.) **Proposed Policy Review**
 - a) The Probation Department shall notify the POC of their intention to initiate any policy change no fewer than 90 days prior to the proposed change.¹⁷
 - b) The policy shall be presented in a manner suitable for public comment.
 - c) Public comment and the POC's position on any proposed policy change shall be reported to the Chief of Probation and the BOS no more than 45 days after the public comment meeting.
- iii.) **Budget/Finance Review-** The POC shall have the authority to review fiscal policies and transactions, including internal resource allocation and procurement.¹⁸
 - a) The POC shall have the authority to review all funding streams, RFPs or contracts involving the LA County's Probation Department.¹⁹
 - b) The POC shall liaise with the Juvenile Justice Coordinating Council (JJCC) as the body that reviews and ensures compliance and effectiveness of Juvenile Justice Crime Prevention Act (JJCPA) funds.
 - c) The role of the Juvenile Justice Coordinating Council and its Community Advisory Committee, which serve to facilitate cross system and community input and collaboration on JJCPA funds, shall become County ordinance.²⁰

Oversight Commission with the ability to compel the attendance of witnesses or evidence. Further, the 5th district appointee position is that, based on practices in the interaction existing between juvenile justice commissions and probation departments throughout the state of California, subpoena power would not be necessary for the proposed POC to fulfil its mission. Moreover, the utilization of the subpoena authority would foster an adversarial relationship between the POC and probation which would be in direct contradiction of the stated POC mission.

¹⁷ If the need arises for a shorter time period to respond to policy changes, the Probation Department shall notify the ED of the POC and seek a departure from the time period.

¹⁸ The PRIT recognizes that the Board of Supervisors has the authority to approve the Department's final budget and that CEO is responsible for overseeing the budget process.

¹⁹ Recognizing that there is an existing process in place with the LA County Auditor/Controller's Office, the PRIT contemplates that there will be coordination with the "Audit Committee" and other oversight entities for adult probationers.

²⁰ This recommendation arises from the PRIT's observation that, despite the JJCPA's mandate that the JJCC produce a plan and a budget for juvenile delinquency prevention, the Board found it necessary to vote unanimously in February 2019 to affirm that the Probation's Department's budget for the JJCPA funding stream align with the public planning process and priorities of the JJCC. The PRIT recommends this codification in County ordinance to ensure that the POC serves as a venue for compliance with this specific requirement in state law and as a means to ensure the Board's embrace of this model is adopted, irrespective of changes to the state law in the future.

- d) The POC shall have the authority to review all funding streams provided to any third party probation service provider who is the custodian of funds dedicated to probation youth or adults, including but not limited to, LA County Office of Education (LACOE), LA County Department of Mental Health (DMH), and LA County Department of Children Family Services (DCFS).
 - e) Before submitting its annual budget to the CEO, the Chief Probation Officer shall come before the POC with its proposed budget to check for compliance with the stipulations of all funding sources, legal requirements, and Board directives, and alignment with the Department's stated priorities as reported to the Board of Supervisors and to the community.
 - iv.) **Education** – The POC shall have the authority to review services rendered by the Los Angeles County Office of Education (LACOE) and/or any third party providing educational resources to any probationer, adult or juvenile.
 - v.) **Mental Health** – The POC shall have the authority to review services rendered by the Los Angeles County Department of Mental Health and/or any third party providing mental health resources to any probationer, adult or juvenile.
 - vi.) **Data** – The Probation Department shall make available upon request, any data collected by the department for review by the POC.
- 3) **Inspections** - The Probation Department has the grave responsibility of the physical safety and welfare of youth and adults in its custody, so it is vital that the POC closely monitors the conditions of confinement and the quality of treatment and programming offered probationers. To facilitate robust monitoring of locked facilities, inspections must be unfettered, not noticed and reported publicly.

Consistent with County Counsel's opinion that the authorities and duties of the existing Probation Commission can be adopted by the new POC, the POC shall be authorized to conduct all necessary inspections of any probation facility:

- i.) Consistent with existing law and local rules governing the probation commission, the POC or its staff shall have unfettered access to any facility where any adult²¹ or juvenile probationer may be held.

²¹ The authors recognize that the Welfare and Institutions Code does not authorize juvenile justice committee or probation commission unfettered access to adult County Jail facilities. However, we recommended all facilities be subject to the same inspection protocol as contemplated in Title 15, regardless of whether the facility houses youth or adults.

- ii.) “Facilities” is understood to mean any area where a probationer can be held and includes any access to any records on site, relevant to the detention or services rendered by the facility to the probationer.
- iii.) Consistent with existing probation commission rules, inspections require no advance notice.
- iv.) Inspection reports shall be made public at POC meetings or on a web portal designed for that purpose.
- v.) Where the POC makes specific recommendations related to an inspection, those findings shall be published to the BOS and Probation Department and provided to the public at a regular meeting.²²

4) Investigations – A hallmark of effective oversight is the authority to conduct robust, independent investigations of matters deemed material to the POC. Currently, the BOS’ ability to oversee the Department suffers from a lack of structural mechanisms and capacity designed to provide independently sourced information and conclusions. Periodic audits by the Auditor/Controller lack regularity, consistency and subject matter expertise.

For a fully functional POC, it is equally vital that the POC: 1) monitor investigations on all critical matters brought to its attention; 2) have internal, independent capacity to ensure that all matters are appropriately and fully investigated, and 3) partner with the OIG in matters that implicate information not suitable for a Brown Act body to consider.

- i.) **Internal Affairs (IA) Oversight** – Where the Probation Department has initiated an internal investigation, the relevant POC staff will be notified and, subject to all applicable laws, briefed on the progress of any investigation by the lead IA investigator on all IA cases in a manner and time determined by the Executive Director (ED) or a quorum of the POC.
- ii.) **Independent Investigations** – where a complaint or information of concern to the POC arrives at the POC independently, the POC will have the option of pursuing an investigation independently or referring the matter to the OIG.

²²The Probation Department has expressed concern about the sequencing of publication of POC reports. The PRIT has no opinion regarding the order of the publication of the reports; however, the reports should be published in a manner determined by the ED and the BOS, subject to any existing laws. The Probation Department asserts that the BOS should have the authority to approve reports prior to public dissemination. The PRIT believes that it would not serve the interests of public accountability and the maintenance of an independent POC to require BOS approval before publishing a report based on public information.

- a) Complaints may arrive by any means, including through the community engagement model outlined in section 8 below.
 - b) **OIG-Assisted Investigations** – At the discretion of the POC, where a matter is deemed suitable and appropriate for referral to the OIG for investigation, the matter shall be referred to the OIG for investigation.
 - (i) The OIG shall report back to the POC in a time and manner determined by the Executive Director of the POC.
 - c) **Independent POC investigations** – At the discretion of the POC, where a matter is deemed suitable and appropriate for internal, independent investigation, the POC shall have the authority to investigate the matter independent of the OIG.²³
 - (i) Any independent investigation shall account for potential privileged or confidential information or information otherwise protected by statute. Where the POC’s investigation implicates actual protected information, the POC’s investigation shall be pursued only where the holder of the privilege or confidentiality/privacy right has agreed to waive any protections for the limited purpose of the investigation.²⁴
 - d) Pursuant to the authorities outlined in section 6, *Power to Compel*, the POC shall have the power to compel the attendance of individuals or records in order to effectuate any investigation.
 - e) Pursuant to the authorities outlined in section 3, *Inspections* and section 2, *Reviews*, POC staff shall have complete access to probation facilities, documents and personnel in order to effectuate any investigation authorized by the POC or ED.
- iii.) **Law Enforcement Referral** – Where POC staff learns of allegations of child abuse or other violence that triggers mandatory reporting, the allegations shall be referred to the appropriate law enforcement agency.

²³ The authors recognize there are existing laws that govern the information implicated in this section. However, the PRIT contemplates a workflow which would afford the Probation Department an opportunity to decline to share information where they have a good faith belief disclosure would violate a law. The subpoena process articulated in WIC§229, CCP §§ 1326 and 1328 contemplates a legal process to resolve any conflict between the POC and any party who wishes to prevent disclosure.

²⁴ For example, any complaint involving the personnel records of a Probation Officer will be forwarded to the OIG, except where recent state law carve-outs remove confidentiality protections in specific cases, such as domestic violence, perjury, etc. In addition, the POC would be authorized to handle any case where an individual alleging wrongdoing waives their own confidentiality rights, such as a juvenile in detention or an adult on probation who may have a confidentiality right, but prefers that the POC handle the matter in a public manner, instead of the OIG.

iv.) **Findings** – At the conclusion of any review or investigation initiated by the POC, the POC shall publish its findings and make recommendations where appropriate to the BOS and Probation Department.

5) Independent Grievance Process – The POC shall serve as the site of an independent grievance process that is safe and responsive for youth and adults under probation supervision in or out of custody²⁵. Nationally recommended best practices,²⁶ as well as investigations and testimonies about the methods currently administered within the Probation Department for the collection of grievances inside the halls and camps, clearly suggest that a meaningful grievance procedure *should not* be administered within the Probation Department alone.²⁷ Therefore:

- i.) The POC shall establish and administer the grievance procedures for youth in halls and camps that are confidential and consistent with nationally recommended best practices.²⁸
- ii.) The existing Ombudsman staff handling grievances within the Department should be re-oriented to resolving service complaints, not

²⁵ Independent Monitoring Systems for Juvenile Facilities. (2012, August 12). Retrieved from <http://www.cclp.org/wp-content/uploads/2016/06/IM.pdf>

²⁶ The appointee from the 5th district differs from the view of the majority that there exists a “Nationally Recommended Best Practice.....” that suggests grievance procedures (for juveniles) should not be administered by the probation department. The 5th district appointee notes that all 50 probation departments in the state operate an internal grievance procedure for juveniles in compliance with title XV requirements. Moreover, current ‘evidenced based practice’ literature supports the positive engagement of probation staff with youth under probation supervision. The position of the 5th district appointee is that allowing a grievance procedure to exist only outside of the probation department fosters a counterproductive “us v them” mentality between probation staff and youth under supervision.

²⁷ Significantly, people who have been detained in LA County youth probation halls and camps under current and past grievance protocols explained in detail that youth do not rely on, trust, or get responses from the existing grievance system at the March 16 and April 17 PRIT meetings. In addition, Supervisorial appointees who visited both a boys and girls camp during the PRIT process, reported at the January 26 meeting that, in both facilities, youth reported directly to them that they had never received a reply to grievances when they had been filed. Current Probation Commissioners also provided written testimony at the Jan 26 meeting regarding the inability to file these grievances confidentially and provided oral testimony to this regard at the April 17 meeting.

²⁸ The essential features of an independent grievance procedure that both protects youth and reduces exposure to litigation for the County were described in detail and submitted to the PRIT by its technical experts, existing Commissioners, and the ACLU at the April 10, 2019, PRIT meeting. The POC will draw on the documented research and the testimony collected by the PRIT to establish the independent grievance process. Those issues that trigger privileged information will be forwarded to the OIG.

confidential grievances, in collaboration with the Community Engagement staff of the POC and providing a timely resolution as described in the Public Engagement section of this document.

- 6) Power to Compel** –In order to effectively meet the mandates articulated in the Board Motion and effectuate the authorities and duties outlined above, the POC must have: 1) broad access to discover an expansive scope of documents, data, real evidence and direct testimony-subject to any existing laws; and 2) subpoena power as the only swift, fair and reliable mechanism to insure the department complies with information requests in a timely and good faith manner.²⁹ Therefore:
- i.) The POC shall have the authority to gather all necessary information in order to provide the BOS and Probation Department appropriate guidance regarding the operations, policies and performance of the department.
 - ii.) The POC shall have the authority as described in WIC§229 to compel a witness' attendance subject to the notice requirements in CCP §§ 1326, 1328 and any other relevant legal limitations.³⁰ In addition to the authority enabled by WIC§229, this document assumes the POC has, by virtue of being an extension of the BOS, complete access to probation data and information requested as part of any inquiry made by the POC subject to any existing laws.
- 7) Public Reporting and Meetings** – Public accountability and transparency are critical features of all oversight models reviewed by the PRIT. Robust public engagement is central to meaningful oversight and critical to delivering genuine transparency and accountability. Thus, it is vital to: 1) provide the public regular and timely reports on the systems, policies and practices of the Probation Department, and 2) facilitate a public meeting process to ensure the community understands and plays a vital role in informing and providing accountability for matters before the oversight body. To these ends:
- i.) The POC shall be authorized to publicly publish:³¹

²⁹ The appointee from the 5th District does not support this section. Please see rationale in Footnote 16.

³⁰ Conflicting legal analyses exist about whether the power to compel testimony and complete access to data applies to LA County's probation oversight bodies. See Footnote 15 for analysis.

³¹ All data and findings shall be subject to all existing laws regarding confidentiality before publication.

- a) An annual “report card,” documenting progress on key performance indicators, including but not limited to the reform agenda items outlined in the PRIT reform agenda.
 - b) All data and findings recovered through its own investigations or review process.
 - c) Each year, the POC shall organize a ‘Data Statistics and Case Review’ town hall. This will entail choosing a topical or thematic focus (such as ‘AB 109 funding’), conducting research on the overall trends and findings regarding that topic, target populations, outcomes or programs. Utilizing confidentiality waivers and any approvals from specific individuals served by the Department or anonymizing confidential information, this town hall shall include selected ‘case reviews’ to illuminate the findings, trends, and solutions to issues identified collaboratively with the Department prior to the Town Hall.
- ii.) The POC shall have the authority to convene regular public meetings:
- a) At least one meeting each calendar month,
 - b) The format and protocols of which shall be designed to solicit public comment on probation related activities as deemed material by the POC,
 - c) That shall take place in a location that is easily accessed by the public,
 - d) That shall take place in each of the 5 supervisorial districts no fewer than once per year.³²
- iii.) The POC shall serve as a forum for public discussion of vital labor issues and finalized collective bargaining agreements material to the delivery of probation services to adults and juveniles. The PRIT recognizes the need to engender a culture of healing and reconciliation between all levels of the Probation Department, probation staff and the community.³³
- a) The POC shall serve as a venue for probation labor unions to identify critical concerns they feel are unaddressed by, or collaborative innovations undertaken with, the Departmental leadership.

³² Strong consideration should be given to holding regular meetings in each of the LA County Service Planning Areas (SPAs). For a description and map of each SPA, please see: <http://publichealth.lacounty.gov/chs/SPAMain/ServicePlanningAreas.htm>

³³ The appointee from the 5th district does not support the inclusion of practice or authority of the POC to involve itself in labor discussions between the county and the labor unions. The position of the 5th district appointee is that applicable labor law precludes the “public discussion” of collective bargaining discussions between county management and labor unions. In addition, the position of the appointee is that any attempt by an outside body to interject itself into those discussions would complicate and adversely impact the discussions themselves and would not further the POC mission.

- b) The POC shall have the authority to convene hearings and meetings with the purpose of mediating conflicts or grievances between probation line staff and management using a restorative justice model.³⁴
 - c) Subject to existing laws, the POC shall have the authority to review and convene public meetings regarding any existing or finalized collective bargaining agreement entered into by the Probation Department and any represented group of its employees.
 - d) The POC shall serve as a forum for publicly discussing the operation of any unit in the Probation Department and its performance, including critical gaps in the accountability structures, training, or implementation of system-wide policies, procedures, and practices. This includes the power to receive and triage requests for auditing a specific unit brought by labor representatives or the community.
 - e) The POC shall serve as a safe haven for Probation staff who have concerns³⁵ about the Probation Department's Internal Affairs department's handling of a specific matter or patterns that are inconsistent with policy, best practices, or systemic reform. Individual grievances shall be forwarded to the OIG, where confidentiality is implicated, and to the POC's internal investigators, when it is not.
- iv.) The POC shall have the authority to require the Probation Department to provide timely reports on any litigation filed where the Department/County is a named defendant.
- a) The Department shall provide the POC timely notice and documentation of any lawsuits and final legal settlement.
 - b) The Department shall provide a quarterly update to the POC on the implementation of Corrective Action Plans arising out of any legal settlement until final implementation.

³⁴ See Section 8 'Public Engagement' for a full description of the mediation and restorative justice functions proposed for the POC.

³⁵ This recommendation arises due to the lack of confidence in some functions of the Department's Internal Affairs unit expressed by staff to the OIG in the Board's recently requested investigations regarding use of force in the halls and camps. Office of Inspector General, *Report Back on Ensuring Safety and Humane Treatment in the County's Juvenile Justice Facilities*, (Feb. 4, 2019), at page 10: 'Various staff and union representatives further expressed a lack of trust in the Department's accountability protocols. Staff interviewed routinely communicated a belief that internal affairs is poorly staffed and trained. They cited the length and quality of investigations as a serious concern, and a general perception that the results of investigations suffer because of it.'

- c) The POC, in consultation with County Counsel, OIG, and any other relevant County Departments shall provide a historical report tracking all litigation involving the department since 2000.³⁶
- d) The POC shall provide a public report of all costs in current and future litigation involving the Department.

8) Public Engagement – A meaningful, robust and ongoing relationship with the community is critical to both an authentic reform path as well as maintaining a high functioning Probation Department that inspires trust and effectively serves the community. Per the Board’s directive, the POC serves as “liaison between the department and the community” and shall have the authority to establish a community engagement substructure to fulfill that role.

The efforts of the Probation Department to establish its own mechanisms to repair and restore faith and public confidence, such as the establishment of Community Advisory Councils, and use of credible messengers, are important. To complement these, the POC should further establish structures and practices that promote trust, accountability, and transparency and provide the POC, the BOS and the Probation Department with real time feedback on actual probation policy implementation, and generate data to identify patterns, progress, and potential areas for corrective action. Through this Public Engagement structure, the POC will project a non-law enforcement presence in the community and an authentic desire to hear community concerns and the infrastructure to address challenges in the execution of probation policies.

The key elements of a community engagement structure that can facilitate ongoing positive engagement include: (1) staffing empowered to solve service complaints and increase awareness of the POC’s work; (2) meaningful community engagement functions which bridge the grievance, investigations,

³⁶ In the first year, the POC, in collaboration with other relevant departments, shall produce a chronological list of all claims, lawsuits, and other settlement agreements of any kind since 2000 in which the claim or lawsuit involved allegations against the Probation Dept. This list should include, but not be limited to, cases that went to trial and all claims, lawsuits, or any settlement of any kind in which County Counsel recommended the claim or lawsuit be settled in a CAR document or other proposed settlement involving Probation. This report shall include, as to each case, the following: a) date and location of the initial incident causing the claim or lawsuit b) the proposed or actual settlement amount or verdict award, if the case went to trial c) how the Corrective Action Plan has been implemented. The substance of this recommendation mirrors the Board’s approval of a May 2019, motion for a similar accounting of litigation costs related to allegations of gangs within the LA County Sheriff’s Department.

and data analysis functions of the POC to identify trends, root causes, and solutions; and (3) a culture of innovation that encourages deeper engagement of the public and the mission of the POC in the stewardship of public funds and promotes healing for systemic failures. Therefore:

- i.) The POC shall establish a community engagement substructure that will:
 - a) be staffed by Probationer Liaisons who have had experience on probation, and serve as the face of the Commission in this substructure.
 - b) serve as the site for unresolved complaints and grievances.
 - c) adopt a case complaint process structure similar to those established within the Department of Children and Family Services (DCFS) and the Department of Public Social Services (DPSS).³⁷
 - d) allow the POC Probationer Liaisons to lodge unresolved service complaints with dedicated staff within the Probation Department, to resolve matters within 48 hours.³⁸
 - e) handle and track complaints, interface with the POC's data arm to analyze and report trends, and with the POC and OIG to identify cases that may require investigations.
 - f) represent the POC on any community advisory bodies established by the Probation Department, using an equity framework that allocates an initial probationer liaison per Supervisorial district (5), and more POC community engagement positions soon after to those County Service Planning Areas (SPAs) with the zip codes that have the highest concentration of probationers.
 - g) create a meaningful role for community members in ensuring proper stewardship of public funds and increasing accountability and transparency by overseeing pilot programs for participatory budgeting.³⁹ Specifically, the POC's Community Engagement staff shall oversee a replication of the JJCC and JJCPA community

³⁷ These protocols are currently used by the County's Executive Office Customer Service Center <http://bos.lacounty.gov/Services/Customer-Service-Center> and responded to by dedicated staff in DCFS and DPSS.

³⁸ All data and findings shall be subject to existing laws regarding confidentiality and subject to protocols that will protect those rights.

³⁹ Participatory budgeting refers to authorization from the Board of Supervisors to people receiving services from the Probation Department to work with the Probation Department to deliberate and vote on the allocation of some portion of public funds. We believe mechanisms such as these will be an essential vehicle to increased accountability, transparency, and better stewardship of public funds. We believe a pilot program that involves participatory budgeting over a nominal amount of the agency's overall budget would be a significant signal to the community about the Board's commitment to systemic reform.

collaboration process to a funding stream directed at the Adult Probation population in a pilot project.⁴⁰

- h) Establish mediation and restorative justice services to actively engage the Probation Department and the community in order to promote healing and carry out the mission of the POC.⁴¹ The Board indicates that the POC shall serve as the ‘mediator between the Department and the community.’ Mediation⁴² is a confidential process facilitated by a neutral third party to help parties in dispute resolve conflict.⁴³ Restorative Justice is a theory of justice, a framework to address harm, and a movement that seeks to transform people, relationships, and our communities.⁴⁴
- i) The POC Executive Director shall have the authority to contract with qualified non-profit organizations expert at mediation or restorative justice to carry out this function.

⁴⁰ See, footnote 20 for a description of the JJCPA and JJCC and the role of the community in developing priorities and budgeting for a small portion of the Probation budget.

⁴¹ During the PRIT public meetings, we witnessed high levels of misunderstanding and tension between people served by and working for the Probation Department. We also witnessed a willingness for these residents, probationers, and family members of probationers, union representatives, line staff, and management staff of the Department to walk towards each other. We believe that the public servants in the Probation Department, the adult and youth on probation and their families, the service providers, and taxpayers have all been harmed by the failed policies of the War on Drugs and tough-on-crime initiatives that were in vogue for much of the modern era. We do not believe that the POC can achieve improved outcomes for adults and juveniles nor increase transparency and accountability without a recognition of the harms and need for communication, healing, and shared responsibility between the Probation Department’s staff and the community. While the appointee from the 5th district supports the language in section “h”, the appointee does not join in the language of this footnote where it reads “.... have all been harmed by the failed policies of the War on Drugs and tough on crime initiatives that were in vogue for much of the modern era.” It is the position of the appointee that such language represents a political statement or advocacy position rather than an empirical assessment of factors that have impacted justice involved individuals and their families, as well as practitioners in the criminal justice system.

⁴² Chief Executive Office (2018). *Report Back on Options for an Independent Entity Focused on Probation Department Reform and Public Accountability* (Item No. 13, Agenda of October 17, 2017). Los Angeles: County of Los Angeles.

⁴³ See, State of California Department of Fair Employment and Housing – Dispute Resolution Services, <https://www.dfeh.ca.gov/dispute-resolution/> The PRIT enlisted the free services of this state agency’s ‘Community Conflict Services’ to address the tension at various points of our process, with positive results. The ED of the POC shall have the discretion to use this entity or other comparable entity to fulfill the mediation mandate.

⁴⁴ See: <https://restorecal.org/restorativejustice/> This capacity does not currently exist within the County. The PRIT recommends that the ED of the POC have the authority, discretion, and resources to effectuate a meaningful restorative justice function in the POC.

- ii.) **Youth Councils**⁴⁵ – The POC’s community engagement staff shall establish and administer a system of youth councils for youth detained in the County’s juvenile halls and camps.⁴⁶
 - a) The POC Youth Councils shall be developed through the use of best practices nationwide and in collaboration with formerly and currently detained youth,
 - b) The Councils shall serve as vehicle for engagement of the youth regarding the County’s reform effort and serve as a bridge to the independent grievance, investigations, and data analysis procedures,
 - c) The POC Executive Director shall have the authority to decide whether to allocate staff resources to the youth councils or to contract with a qualified non-profit, community organization to carry out this function under the direction of the POC.

9) Composition – The POC’s composition must represent both subject matter expertise and community wisdom.

i.) Membership

- a) The Commission shall consist of 9 members. Each shall be a resident of the County of Los Angeles. The members shall be selected as follows:
- b) Five members shall be appointed by the Board, one nominated by each Supervisorial District.
- c) Four members shall be considered “at large” and will be appointed by a majority vote of the 5 Supervisorial appointees.⁴⁷

⁴⁵ The appointee from the 5th district does support the description or utilization of Youth Councils as articulated here. It is the position of the appointee that Youth Councils themselves are a positive and productive practice for juvenile justices systems. They offer benefits for the youth themselves, provide opportunities for system stakeholders to learn from the unique perspective of the youth, and advance restorative justice practices. However, as apparently proposed in the POC structure-to include youth who are actively on probation or in custody-the position of the appointee is that the proposal is fraught with potential problems that include potential conflicts of interest, complicate relationships between probation staff and probation involved youth, and/or compromise confidentiality protections.

⁴⁶ The County of Los Angeles has committed to establishing youth councils in an existing Corrective Action Plan as part of the settlement of a use-of-force lawsuit in its juvenile facilities. At the March 16 PRIT meeting, technical experts indicated that a best practice is for such councils is that they are under the auspices of a body independent of the Probation Department, but that systems leaders of the juvenile division be required to attend.

⁴⁷ PRIT believes that allowing the Board’s appointees to select the four (4) additional Commissioners will decrease delays and allow the sitting Commissioners to identify existing and needed skill sets and backgrounds. This feature allows the Commission to fill those gaps in a manner that strengthens the collective capacity of the POC and reduce delays in the selection process.

- d) The four at large members shall be nominated through the following process and selected by a majority vote of the rest of the Commissioners, and the Executive Director, when the number of Commissioners is an even number:
- (1) the POC shall create an *at large* appointments advisory committee that will review candidates and make recommendations to the full POC,⁴⁸
 - (2) candidates may self-nominate,
 - (3) candidates may be nominated by any Los Angeles County resident
 - (4) Criteria for *at large* membership:
 - (a) at least one member shall be formerly system involved as a juvenile or adult,
 - (b) at least one member shall be the parent of a formerly system involved youth or adult,
 - (c) at least one member shall be a member of the criminal defense or civil rights bar, with strong consideration given to public defenders or alternate defenders, or members of the legal academy,
 - (5) Criteria for exclusion from membership on the POC as BOS appointees or at large members:
 - (a) current employees of any law enforcement agency, including but not limited to the Los Angeles County Probation Department,
 - (b) current employees of the County of Los Angeles,
 - (c) current employees of any subcontractor of the County providing rehabilitative services to adults or youth in Los Angeles County,
 - (d) current employees of any foundation proving funds or technical assistance to any facet of the Los Angeles County criminal or juvenile justice system.
 - (e) current members of any union representing a bargaining unit of County Employees.
 - (6) Term of Office: Each member shall serve a three-year term. No member may serve on the Commission for more than two full consecutive terms, unless such limitation is waived by the Board of Supervisors. Tenure is also subject to the provision of Section 5.12.050 of the County Code.

⁴⁸ Prior to the creation of the POC, and at the sunseting of the PRIT, it will be necessary for this process to be established by the Executive Office for the composition of the inaugural cohort of Commissioners. The pool of candidates assembled by the Executive Office shall be submitted for the POC Supervisorial appointees to consider immediately upon the convening of the POC.

- (7) Vacancies: Vacancies on the Commission shall be filled by the Appointing Supervisor of the vacating member. For at large members, vacancies shall be filled within 30 days and shall be filled for the balance of the unexpired term, from candidates in the pool established by the POC, and selected by the Supervisorial appointees.
- (8) Appointment to fill a vacancy shall not constitute an appointment for a full term. The term for all members shall begin on July 1 and end June 30. The first term of all persons who are the initial appointees to the Oversight Commission shall be deemed to commence on the date their appointment is approved by the Board.

ii) Selection Process

- (a) The application process can be changed by the Board of Supervisors. Any resident of Los Angeles County may submit an application. The applications shall be submitted to the Executive Office.
- (b) In selecting the members chosen by the Supervisors from those who qualified, weighted consideration shall be given to selection of persons with substantial community involvement (such as active participation in a community organization working on adult or juvenile justice issues or nominated by such organization), background either as a mental health professional, youth development expert, or experienced re-entry practitioner.
- (c) In selecting members of the Commission, each Supervisor shall give weighted consideration to selecting members who would add to the diversity of the Commission including, but not limited to, racial, ethnic, age, geographic, gender, gender identity, religious, sexual orientation, occupational, immigration status, disability, and national origin composition of the Commission.
- (d) The Commission shall develop a comprehensive training and orientation program which each Commissioner must complete within six months of appointment. Failure to do so may result in disqualification. In developing this program, the Commission shall consult with the Probation Department, community groups and other community stakeholders. The initial training program and on-going training shall be robust and cover such topics as adverse childhood experience (ACE), trauma-informed practices, the use of force, custody issues, mental health issues, and juvenile justice best practices. Each Commission member shall complete the initial training program and actively participate in on-going training programs.

- (e) The Commission, working with the County Counsel, shall develop a comprehensive conflicts of interest policy and a code of conduct policy that each Commission member will follow. This shall be evidenced by each Commission member signing the policies.
- (f) Transition Provision: As part of the formation of the Commission only, the initial Commissioners shall be divided into three groups, with Group A serving an initial three year term, Group B serving an initial two year term and Group C serving an initial one year term. The Los Angeles County Executive Office shall randomly determine which Commissioners shall be placed in which of the three groups.

10) Miscellaneous Provisions

- (i) Compensation
 - (a) Members of the Oversight Commission will be eligible to receive reasonable compensation to be revised from time to time by the Board of Supervisors for each regular and special meeting of the Commission, up to a cap per member of \$5,000 per fiscal year. Commissioners shall be reimbursed for reasonable expenses incurred in performing their duties in accordance with County policies regulating reimbursement to County officers and employees (including parking and transportation in attending meetings of the Commission). Members are encouraged where possible to waive their meeting compensation.
- (ii) Organization: The Oversight Commission shall, with the advice of the County Counsel, prepare and adopt necessary rules and regulations for the conduct of its business subject to approval of the Board of Supervisors. The Commission shall initially follow Robert's Rules of Order. A current copy of the rules and regulations shall be filed with the Executive Officer of the Board of Supervisors.
- (iii) Staff: The Commission shall utilize the staff of the OIG to undertake investigations, inquires, audits and monitoring that trigger confidentiality issues or that fall outside the scope of the POC's internal capacity, and the staff of Commission Services to provide assistance at Commission meetings. The actual staff of the Commission shall be comprised of positions described in the proposed organizational chart, with positions designated in the current salary ordinance of the County of Los Angeles. The Commission will also have the authority to use consultants where the need arises, to be retained by the Executive Office or by the

Chief Executive Officer's delegated authority.

- (iv) Self-governance: The Commission shall elect a chairperson, a vice-chairperson and a secretary and such other officers as it determines appropriate from its membership at its annual meeting. A chair may only serve for two consecutive one-year terms.
- (v) Records: Any personnel records, citizen complaints against County personnel in the Probation Department, and information obtained from these records, which come in to the possession of the Oversight Commission or its staff, shall be deemed confidential and forwarded to the OIG, and shall not be disclosed to any member of the public, except in accordance with applicable law. Copies of records and complaints of the Oversight Commission shall be made available to the Probation Department upon completion of the investigation of the Oversight Commission unless prohibited by applicable law.
- (vi) Annual Report: The Commission shall prepare, submit to the Board of Supervisors and make available to the public an annual report. The annual report will be prepared no later than July 1 of each year. The annual report shall contain background information about the Commission, identify Commission members and senior staff members, detail activity of the Commission in the previous year, provide a budget for the Commission and provide contact information. The annual report will detail what Probation Department policies, procedures or practices if any, were eliminated, modified or created due to the Commission's work.
- (vii) Self-Evaluation: At the end of the third year of its operation and every three years thereafter, the Commission shall undertake a detailed self-evaluation. The detailed self-evaluation shall include a candid assessment about the strengths and the weaknesses, and successes and failures of the Commission. It shall contain a recommendation whether the Commission should continue in existence and if so should its responsibilities and powers change in any way or whether a management audit should be conducted. The self-evaluation should also contain recommendations directed to the Commission itself about how to improve its operations. The self-evaluation shall be submitted to the Board of supervisors and the public.

The Chief Executive Officer of Los Angeles shall, within ninety days of the Commission's audit being transmitted to the Board of Supervisors, review the Commission's self-evaluation and determine whether a management audit should be conducted and shall be incorporated in the self-evaluation transmitted to the Board of Supervisors with a copy to the Probation Chief. Within a year of the issuance of the self-evaluation, the Commission shall provide a written report to the Board of Supervisors and to the general public about its status in implementing the recommendations identified in the self-evaluation.

- (viii) Compliance With All Laws: The Oversight Commission shall comply with all applicable State and Federal laws including but not limited to the Ralph M. Brown Act and the Political Reform Act.

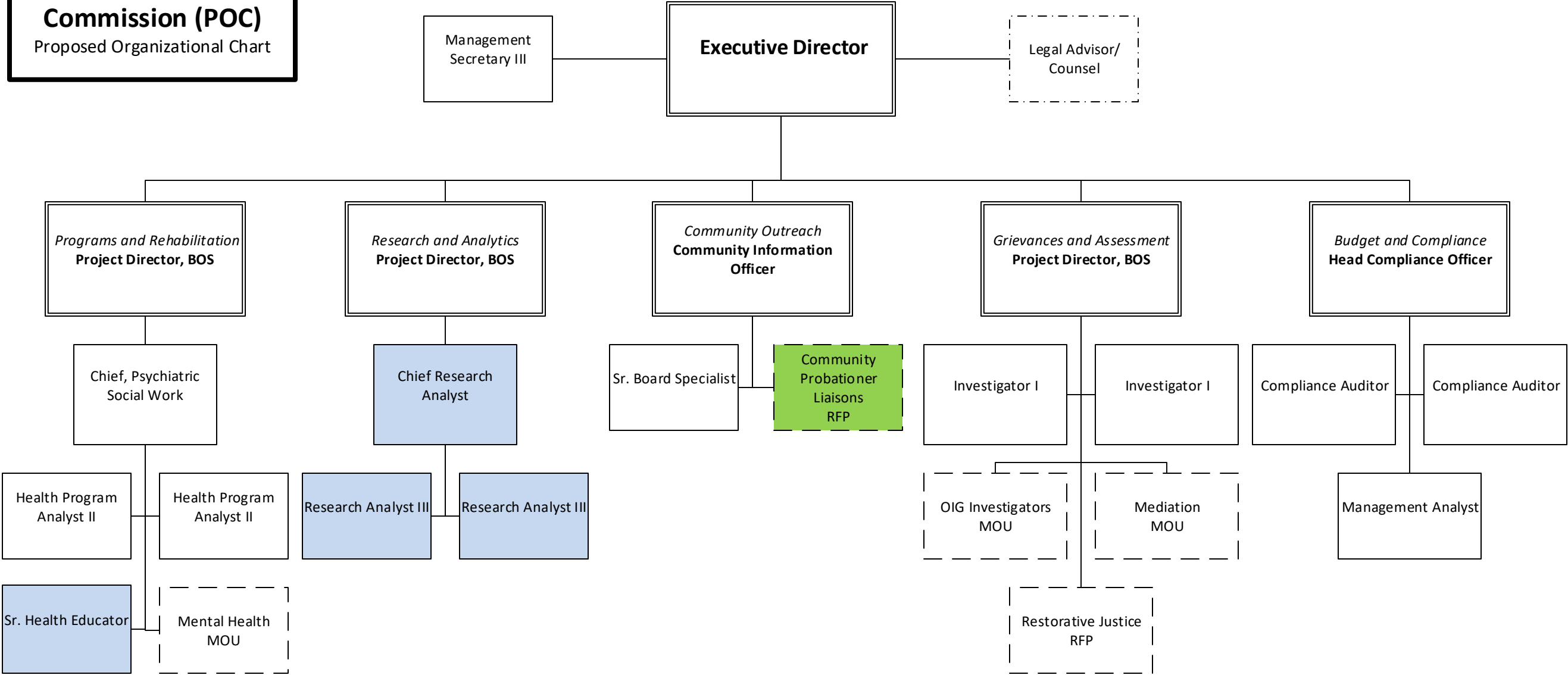
VI. APPENDICES

Appendix A:

Definitions

1. Oversight – “To oversee; to supervise.”
2. Review – “To examine or assess formally or officially with the intention of recommending change, if necessary.”
3. Investigation – The action of investigating; the making of a search or inquiry; systematic examination; careful and minute research.
4. Audit – To make an official systematic examination of (accounts), so as to ascertain their accuracy.
5. Inquiry – The action of seeking, esp. (now always) for truth, knowledge, or information concerning something; search, research, investigation, examination.
6. Assessment – Estimation, evaluation.

Probation Oversight
Commission (POC)
Proposed Organizational Chart



Legend:
Light Blue – Represented item.
Green – Establishes an RFP for 5 CPL positions
Total # of Budgeted Positions: 20

Office of Inspector General Organization Chart

